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ABSTRACT

The second annual report of the National Advisory Council on Indian Education (NACIE) presents NACIE's major 1974 activities and recommendations; the council's letter to Albert H. Quie, House of Representatives (a summary of the council's progress-to-date in which Chairman Will Antell explains in great detail the complexities and problems of implementing Title IV of the Indian Education Act of 1972); a discussion of Title IV program progress including grassroots feedback, summary statements from the council members' field evaluations, and the responses of school officials; and discussion of education in terms of business, housing, health, and culture. Among the activities reported are: reading and recommending of 548 Title IV proposals and grants under the Indian Education Act of 1972; efforts to alter the budget gap from an authorized $224,000 to the requested $692,548; continuous communication of the national policy of self-determination and its achievement via education; numerous field visits to Title IV grantee locations for purposes of evaluation and assistance; monitoring of the Department of Health, Education, and Welfare civil rights requirements relative to Indian education; and program development for regional conferences/workshops to disseminate detailed Title IV program information to local Indian communities. (JC)

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THROUGH EDUCATION: SELF DETERMINATION

A Bicentennial Goal For American Indians

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From the
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March 1975 Washington, D.C.

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To the Congress of the United States

The National Advisory Council on Indian Education is pleased to submit its second annual report to the Congress in the spirit of accomplishment. Unfortunately, the report that follows deals mostly with the Council's documented concern that the road to progress in Indian education is still being made unnecessarily difficult by bureaucrat obstructionists. The letter to Congressman Albert H. Quie, in particular, goes into the specific details on the history of this whole matter. But inasmuch as this report is for the calendar year 1974, it does not mention the very encouraging threshold event of January 30, 1975, at which time ***an Indian took the oath of Federal office to become the first Deputy Commissioner for Indian Education.***

This was a major milestone for Indian education and the Indian Community is deeply grateful to Commissioner T. H. Bell of the Office of Education for his forthright manner in helping bring this about. The Council senses that under Commissioner Bell's leadership, the Council will enjoy a much improved relationship with the Office of Education which the Council looks forward to reporting in its next annual report.

0006

FOREWORD

History demands that a true reconciliation between the American Indians' culture and the white man's culture must come about. Only vengeful forces of considerable magnitude and self-serving purposes could sustain the will and desire to keep the two cultures alienated for so long a time, since it has been the history of conquered peoples that the conquering civilization has always been fundamentally improved when the two divergent cultures were brought together. Yet, America's progress continues to defy this historical evolutionary phenomonon; still refusing to receive the benefits of the Native Americans' knowledge of natural energies, cultural wisdom, and Earth environment that remain isolated and hidden instead of being nourished and allowed to flourish as have so many other cultures within the broad human spectrum that is America.

Certainly enough time has passed to have closed the original Puritan—"savage" intelligence gap, and no reasonable person would attempt to justify the continued imposition of human indignities upon the Indian community. America is not yet so old that it is incapable of changing its institutions and learning from the past in order to correct old wrongs with a new enlightenment. The forthcoming Bicentennial era offers just such an opportunity. . . .

CONTENTS

	Page
Council's Letter of Transmittal to the Congress	v
Foreword	vii
Introduction	1
An Era of Rededication to National Principles	
What Happened to Self Determination?	
An American Indian Bicentennial Goal	
The Council's Major Activities and Recommendations—1974	5
Council's Letter to Hon. Albert H. Quie, House of Representatives	10
—A summary of the Council's progress-to-date in which Chairman Will Antell brings focus to *"the disturbing history of this Congressionally created body"* and explains in great detail the complexities and problems of implementing Title IV of the Indian Education Act of 1972.	
Title IV: Progress, Hopes and Fears	23
Grassroots Feedback on Title IV	
Summary Statements From Council Members' Field Evaluations of Title IV Programs	
School Officials' Response to Title IV	
Education for Business	41
Education and Housing	43
Education and Health	44
Education and Culture	47
A Final Word to Our Fellow Americans	50
Appendix	
The Indian Education Act of 1972—REPORT OF PROGRESS FOR THE FIRST YEAR OF THE PROGRAM. Office of Indian Education, U.S. Office of Education, Washington, D.C., March 31, 1974	51

p. viii blank

0008

INTRODUCTION

AN ERA OF REDEDICATION TO NATIONAL PRINCIPLES

With the commencement of the Bicentennial era and America's renewal of its faith in the Constitution, it is reasonable to assume that the world will be watching and listening to determine if Americans today have the same idealism and dedication to the rightness of American beliefs as did those who conceived the Nation. It is during this Bicentennial that the Nation has a once-in-a-century opportunity to demonstrate to itself and the world, that the business of this Nation is not done—and will not be—until we have *"secured the blessings of liberty to ourselves and our posterity"*. Of the six manificient goals articulated in the Preamble to the Constitution, this goal appears to be the most difficult to achieve. "The blessings of liberty" is a fragile condition at best and although highly coveted, can be easily lost through the slow erosion of our Constitutional rights.

With more and more involvement of the Government into our personal lives, it is not surprising that so many citizens are becoming alarmed that their elected officials appear not to have control over the Government. The sense of security that came from believing that the Congress and the executive branch were in charge, has been steadily diminishing over the years. Further, a fear that a sort of "shadow government" exists over which no one can prevail: A massive Federal-State system that, contrary to its founding purpose, does not *serve* the people but more often seems to *command* them. Yet upon searching for the source of the commands, one finds a rather vague organizational "They." The more a governing bureaucracy is allowed to violate fundamental national principles, the closer it comes to negating the very form of government it was created to support.

American Indians have a long standing history of experience confronting this formidable bureaucracy because of their original and unique relationship with the Government. Through treaty agreements they find themselves treated with both disdain and benevolence, and though guile, steadily losing their territories and rights. *It is possible that this Indian history presages thing to come for all Americans?* That we will *all* one day return to the original colonial status of *subjects* to a strong, central, unaccountable authority? Before one dismisses this possibility too quickly,

0009

the American Indians' U.S. history should be overlaid upon today's typical American citizen's experience to determine if in fact there is not some frightening truth here. That American Indians still cannot enjoy "the blessings of liberty" is a telltale circumstance for all citizens to ponder. Obviously the "blessings" have not been "secured," but worse, we may have deluded ourselves into believing that progress in words (legislative laws) also means equal progress in deeds.

To say that Indians live under different civil standards than their fellow citizens (and therefore the cases are not comparable) is the folly of the faint-hearted. There is a clear and startling historical trend and parallel to observe: The approximate ratio of Federal-State Government Indian Bureaucracy civilian employees *to Indians*:

—in 1870 was 1 employee to each 960 Indians.

—in 1970 was 1 employee to each 25 Indians.

The approximate ratio of Federal-State Government Bureaucracy civilian employees *to Non-Indians*:

—in 1870 was 1 employee to each 570 Non-Indians,

—in 1970 was 1 employee to each 16 Non-Indians,

and the trend for both continues!

If one accepts history as the great teacher and prophet, then one would have to conclude that the prospects of our becoming *subjects* again, is real. To be sure, the Indian-Government employee ratio and Government control problem have different root origins. Yet, if we cannot force the turn around of the Indian plight, then what hope is there for the Nation as a whole? *The Congress and the people must recognize that this stifling control of Indians by the bureaucracy is future U.S. history in miniature.*

If American Indians can provide to the Nation this one timely lesson, then they will have contributed to the Bicentennial in a most crucial way. For in solving the Indian problem, America will be rededicating itself to the most basic National principle of all: *That the intrinsic strength of this Nation rests in the collective strength of many, not the dominant strength of a few. Upon this principle rests the strength of the Constitution itself.*

WHAT HAPPENED TO SELF DETERMINATION?

Indian misfortunes and their underlying causes have received extensive national attention in recent years and have, in the main, been followed by "good faith" actions on the part of the Congress and the Executive Office. It is clear that the Government's American Indian policy has entered a new era in U.S. history which has been given the very American title of *Self-Determination*. The term connotes the same

0010

meaning to Indians as to non-Indians: The opportunity to achieve self-reliance and self-respect as well as equal citizenship status—especially since the Federal Government already guarantees the unique rights of American Indians. *To date the difference has been in the degree of realization of these goals by Indians—which is wide indeed.*

But, the desire for self-determination should not be misinterpreted as advocating termination. Self-determination will have been achieved when Indians find themselves being allowed to be as responsible for the results of their own actions as has been the long standing privilege of their fellow Americans. Self-determination—or any new policy or programs—is *not* acknowledged by Indians as a substitute for the original obligations to Indians under the existing treaties and trust agreements; they are accepted only as a supplement to assist in helping implement the original relationships created by these agreements.

America's forthcoming Bicentennial era promises to be a period of rededication to revered national principles. During this time of renewed commitment to America's destiny, it is hoped that the Congress will respond to the urgent need of the American Indians. With this request in mind, the Council feels compelled by its legislative mandate to report to the Congress that the national policy of self-determination for Native Americans is, for the most part, being ignored by the Federal bureaucracy: The will of Congress is still being ignored by too many of the Federal officials responsible for implementation of this policy. *We ask the Congress to determine why? And further, to cause corrective actions in order to cease this blatant defiance of congressional directives. Without such action, American Indians hold out little hope for change.*

AN AMERICAN INDIAN BICENTENNIAL GOAL

This Council's primary responsibility is with the education of American Indians as established in Title IV of the Indian Education Act of 1972. The Council chooses to interpret its role in the broadest sense in order to encourage the improvement of those essentials necessary to receiving a meaningful education, and as being fundamental to achieving self-determination. The Bicentennial provides an appropriate national forum to realistically appraise the progress of Indian education to date, and probable progress in the future.

"Progress in the future" is heavily dependent upon what the Congress does about one Native American conclusion that does not have to wait for the Bicentennial: The national policy of forced conformance by Indians to only non-Indian ways of teaching and learning, as a whole, has not—and will not work. History provides the obvious evidence and

0011

explanation. The continued perpetuation of this policy can only lead to a more severe and precarious rift between Indians and the U.S. Government in that it will give credence to the emerging belief that the much heralded Federal policy of self-determination is a sham—or of equal general civil consternation—that the Congress and the Executive Office have become incapable of governing Federal policy through the bureaucracy. *The Council believes it is as important to the purposes of this Nation—as it is to Indians—that Congress determine the truth of the matter.*

With the foregoing in mind, the Council's following report advises the Congress of the present status of Indian education as it relates to current national policies and what the Congress can do to help Indians reach the Native American Bicentennial goal—*Through Education—Self-Determination.*

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THE COUNCIL'S MAJOR ACTIVITIES AND RECOMMENDATIONS—1974

The broad scope and mandate of Title IV of the Indian Education Act of 1972 imposes more of an operational program status upon the Council rather than the name "Advisory" normally implies in the typical appointed councils of similar nature. Congress' desire that this Council "evaluate" Indian education programs, alone, is a major work task by any standard. With very limited funds and a small staff of four with which to accomplish this and the Councils other prescribed legislative requirements, the members and staff earnestly attempted to serve the spirit of the legislation and the desires of the Indian community at-large but would be remiss if they did not state that they sense a concerted effort on the part of the Office of Education and HEW to hobble the Council's effectiveness by severely limiting the Council's operating budget in addition to what appears to be a continuous smothering of Council staff operations with bureaucratic delays and trivia. The Council does not believe it is over-reacting or being overly sensitive on this subject and will welcome the opportunity to appear before the appropriate Congressional Committees to air the matter in order to bring about an earlier compliance of the intent of the Indian Education Act—Title IV and purpose of this Council.

In defiance of these unexpected and stiffling obstacles, the Council managed to accomplish much in its zeal to insure the success of this act. The Council met as a body seven times during 1974 of which six meetings were held in different communities in order to give Indians and others from various divergent regions the opportunity to meet with the Council and express their opinions, concerns or bring up whatever matters they chose regarding Indian education and Title IV. The Council takes such opportunities to listen to State, local, and "grassroots" opinions as well as provide guidance whenever possible. This pattern of the Council meeting in different places will continue during 1975. The places in which meetings were held during 1974 were as follows:

Washington, D.C.—2
Albuquerque, N. Mex.
New Orleans, La.
Anchorage, Alaska
Oklahoma City, Okla.
Orlando, Fla.

0013

In order to be as productive as possible and allow sufficient time to deliberate important issues in a timely manner, the Council has established an executive committee and four special working committees as follows:

Legislative,
Research and Publications,
Government Intra Agency,
Proposals, Rules and Regulations.

Each of these special committees is composed of five Council members thus requiring several of the 15 member Council to serve on more than one committee. This has not only required considerable personal time on the part of the individual Council members but has imposed a tremendous work burden upon the Council's four-member staff. A point that has been communicated to the Office of Education on several occasions but has yet to be recognized by an appropriate increase in the Council's operating budget or staff personnel.

KEY COUNCIL ACTIONS AND RECOMMENDATIONS IN 1974

—After an initial search and interviewing of candidates for the position of Deputy Commissioner of Indian Education in 1973, recommendations of the selected candidates were sent to the Commissioner of Education in October of that year. Numerous official requests to the Congress, the Commissioner of Education, the Civil Service Commission and other related authorities have been made to cease delaying the appointment of the Deputy Commissioner. *Over a year has passed without this position being filled by a permanent appointment.* The Council will continue to persist until this is accomplished as provided by Congressional mandate.

—Reading and recommending of Title IV proposals for grants under the Indian Education Act—1972. *The Council, working in teams, read a total of 548 proposals, concluding with the selection of proposals for recommendation to the Office of Education.* This was one of the most important, personally rewarding, difficult and time consuming accomplishments of the Council's obligations under Title IV.

—The Council's continuous communication of the national policy of self-determination and its achievement through education.

—The Council's continuous efforts to close the operating gap between the authorized Council operating budget of $225,000 and the requested

0014

and needed sum of $692,548. The Council appears to be more mindful and concerned about the fulfillment of its congressional directives than does the Office of Education.

—Individual Council members made many official field visits to approved Title IV grantee locations to observe and report progress, provide technical assistance when appropriate, and submit informed first-hand observations to the Council's general overview reports to the Office of Education.

—Council members and staff appeared several times before congressional committees to testify in support of a major increase in Title IV funding by Congress. It is significant to note that the total present funding of $40 million for all Title IV programs is considered by the Council to be *only 10 percent* of the actual annual funding believed necessary to begin to close the education gap for Indian children and adults.

—Established a Bicentennial format for Indian education goals commencing with the Bicentennial era.

—Monitoring the Department of Health, Education, and Welfare civil rights requirements and the problems they pose for Indians in the field of education.

—Assists the Office of Education in defining the criteria by which Title IV proposals are funded.

—Bringing national attention to the importance of local parent groups in making Title IV a success within their own communities and helping to resolve conflicts between these parent groups and local school boards and officials.

—Developed and recommended to the Office of Education a program for regional conferences/workshops to disseminate detailed information to local Indian communities—with particular emphasis on Indian parents—about Title IV Indian education programs, including visual-aid techniques for ongoing briefings.

—The Council is making a special effort to help identify those schools that refuse to accept or apply for Title IV funds, and further, to identify those Indian communities and/or parents that desire to apply for these funds.

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—A continuous concern of bringing clarity to the understanding of, "Who Are American Indians?" Serious problems exist due to conflicting government definitions of Native American (Indian) and varying Indian program criteria.

—Articulating the unique and different educational needs of American Indians, particularly in the teaching of Indian culture.

—Requesting the implementation of a program within the Office of Education and the Bureau of Indian Affairs to identify all education programs that impact Indians and to develop the capability to measure the results of these programs: *Are program funds actually reaching the intended Indian beneficiaries?*

Along with this same concern the Council desires to bring about the separation of Indian education funds from the broad general funding category of "minority groups." On the basis that Indians enjoy a unique and distinct relationship with the U.S. Government through their trust and treaty agreements, they believe they are entitled to exclusive treatment unto themselves and therefore all Indian education programs and funding should be kept separate and apart from so-called minority group generalizations.

The Council desires to make a study of how to best achieve this status and requests the Congress to fund such a study by the Council.

—The Council is calling for the strongest action possible to alter the process whereby Federal Government studies about Indian education are authorized and completed without this Council's knowledge or involvement whatsoever; in particular, the Office of Education and the Bureau of Indian Affairs. NACIE was established for this very purpose—to advise on Indian education, not to be bypassed by the bureaucracy. The most recent flagrant example of this is the report published by the Office of Education entitled, "So That All Indian Children Will Have Equal Educational Opportunity"—a USOE/BIA joint study of the impact of federal funds on local education agencies enrolling Indian children.

The Council finds it an insult to the Congress and inconceivable that this study could have been conducted without NACIE's involvement.

—Bringing recognition and understanding to the national policy of "Indian preference" in all Indian education related fields.

0016

—Advocating the elimination of Indian education Title IV contracts being awarded by the Government without the concurrence of the National Advisory Council on Indian Education.

—Development of long-term view for policy formulation of *The future of Indian education—a master plan.*

—Recommended amendments to the existing Indian Education Act of 1972 which amendments were passed by Congress.

—Official resistance to the loss of much of the Council's independence brought about by the adverse findings of the Comptroller General of the United States with regard to the status of advisory councils. Previously NACIE controlled its own budget and actions. Now, all travel must be justified under the criteria of the policies of HEW, as is also the case with the Council's contracts and the number and qualifications of personnel that the Council desires to hire, including consultants. In the opinion of the Council, these actions are clearly a violation of the intent of Congress.

0017

NATIONAL ADVISORY COUNCIL ON INDIAN EDUCATION
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DECEMBER 31, 1974.

Hon. ALBERT HAROLD QUIE,
House of Representatives, Rayburn House Office Building,
Washington, D.C.

DEAR MR. QUIE: I thank you for your request to write you a detailed letter on behalf of the Council in which I summarize and attempt to bring into focus the disturbing history of this Congressionally created body. The many in-depth specifics that follow are calculated as necessary to understanding the merits of the Council's recommendations and concerns, and in so doing this, the Council is also fulfilling an important part of one of its chief functions, which is—

> ". . . to submit to Congress not later than March 31 of each year a report on its activities, which shall include any recommendations it may deem necessary for the improvement of Federal education programs in which Indian children and adults participate, or from which they can benefit, which report shall include a statement of the National Council's recommendations to the Commissioner with respect to funding of any such programs." (Public Law 92–318, The Indian Education Act of 1972, part D).

This Council has been well aware of its mission since its members first met in 1973. To work as swiftly as possible to help breathe life into Title IV of the Indian Education Act of 1972. The Council also realized that they came to their positions in the midst of controversy since the Indian community had found it necessary to sue the U.S. Government to force the implementation of this Council's very existence. Certainly the least desirable of beginning relationships between a Congressionally created, Presidentially appointed all-Indian Council and the Executive Office. Nevertheless, the Council was—and has remained—determined to fulfill its congressional legislative requirements in the belief that Title IV represents a major breakthrough and milestone opportunity for the education of all Indians in America.

Although the intended functions, purpose, and accompanying budgetary needs are clearly explained in the Indian Education Act, the Council found its authority and operations resisted and thwarted by the Office of Education in endless and still persistant attempts to cause the Council's early demise. Such attempts on the part of the Office of Education

0018

brought unwarranted pressures and criticism upon the Council from many quarters caused by these efforts to make the Council appear incompetent and ineffective. Understanding that such a strategy was at work, the Council found considerable strength in the unity of purpose brought about by the Council's determination to prevail in this intentionally sustained confrontation and test with the bureaucracy. Some consolation can be found in the irony that this early stormy period has provided an unusual vitality and stimulus for the Council's members and staff in continuously reminding them of the importance and difficulty of their mission.

Therefore, what follows is much more than an enumeration of the Council's needs and grievances; it is an earnest appeal to the Congress to—

1. Restore the Council's originally intended and independent status which has been usurped by the bureaucracy,
2. Authorize its separate and direct funding,
3. Understand, protect, and improve the uniqueness and quality of the Indian Education Act,
4. Hold the Office of Education stringently accountable for the proper implementation the Congress' Indian education policies, and
5. Direct the long delayed appointment of the Deputy Commissioner for Indian Education.

The Council represents diverse areas within the United States and is an excellent cross section of American Indians. They are parents, tribal leaders, educators, and other professionally trained individuals which seems to me to be reflective of the intent of the Congress. The Council believes strongly in representing Indian citizens wherever they live, and does not purport to represent their tribe, State, or region in which they live and work.

Public Law 92–318 is generally recognized as one of the most significant pieces of legislation dealing with Indian education ever passed by a Congress of the United States. That thought may be expanded to all legislation dealing with education, because it provides for those being served, making the decisions for what they believe is necessary to make a difference. It penetrates deeper than ever before by giving control at the local level to the people it intends to serve. It causes public school districts to develop a positive relationship to Indian communities. This is a new era in the lives of American Indians. Historically, they have been shut out in planning programs, developing budgets, and sharing in the decision making process which is so common to Anglo communities.

The benefits of legitimate involvement cannot be easily measured; however, if one witnesses the enthusiasm, knowledge, and determination of local Indian education committees, one cannot help but believe significant phenomenas are occurring. One of the greatest contributions a parent can make to his child is positive reinforcement. The encouragement, understanding and assistance of these parents involved, will in the Council's judgment, prove to be an invaluable contribution to their child's educational success.

During 1974, for example, in Part A of Title IV, the Office of Education made grants to 854 school districts. The average size of Parent Committees is *10* and for those funded that represents approximately *8,540* Indian people involved. It is estimated another 400 applied, but were not funded and that increases the number even more. The Office of Education estimates there are nearly 1,600 eligible school districts and should the vast majority succeed in getting funded there will be literally thousands of Indian parents involved in crucial decisions affecting the education of their children.

Parts B and C do not require Parent Committees; however, nearly all of the 136 funded projects under B and 42 funded under C, for fiscal year 1975, were granted to Indian tribes or Indian controlled organizations. One can easily observe from this brief description the involvement of Indian people locally has multiplied many fold over the last 2 years.

All of Title IV has as its major objective, that the programs must meet the special needs of Indian people. Historically, millions of dollars have been appropriated by the Federal Government designed to educate Indian people. The latitude of State and local educational institutions was obviously too great, for they rarely considered the special educational needs of Indian children. All proposals funded under this act address that question squarely and it is reassuring to know those needs were determined locally by Parent Committees.

A significant number of proposals under Part B reflect great interest on the part of Indian communities to develop programs centered around Indian history and culture. The strengthening of, or rebirth of one's heritage has become a priority in all phases of Title IV. School districts who receive funds under Part A are developing curriculum materials reflective of the cultural characteristics of local Indian tribes. This cooperative venture between schools and Indian communities is meeting with great enthusiasm. This process has begun to create more respect and knowledge on the part of non-Indians and creates a positive self image on the part of Indian people.

Public Law 92–318 allows for the first time in the history of Federal Government/Indian relationships, services to go to nonreservation In-

dians. Indian people wherever they reside are now eligible to participate in programs designed to meet their needs. For example, in Minnesota 3,500 Indian students were eligible to receive services under the Johnson O'Malley Act; however, there are nearly 12,000 Indian students in the public schools in Minnesota of which 10,314 are now being served under Title IV, Part A. While data is sketchy from other States in this instance, evidence suggests identical circumstances do prevail. In some States, particularly in the eastern part of the country, states do not receive Johnson O'Malley funds.

There is a great deal of debate in regard to duplication of funds between these two programs along with ESEA Title I programs. While no accurate information is available, preliminary inquiries indicate this is not the case. It is our understanding a study undertaken between the Office of Education and the Bureau of Indian Affairs has been completed. Unfortunately, the National Advisory Council on Indian Education has had no input into this research effort even though the Council advised the Office of Education that we would be available for assistance.

The National Advisory Council on Indian Education has held field meetings in twelve states and all testimony received has been extremely positive in terms of what Title IV means to Indian communities. Local Indian communities are certainly not without problems; however, the legislation has the potential to make significant impacts on the education of Indian people.

The problem most often mentioned is the school districts refusing to accept the notion that parent committees have authority and control over these programs. Although the majority of school districts have accepted this proposition, there are those who still refuse to accept it, claiming Federal intervention in local school districts jurisdiction. However, Indian parent committees are gaining more confidence and sophistication in dealing with this issue causing school districts to offer less resistence.

There is a need to press this point more effectively from the U.S. Commissioner of Education. Chief State school offices generally know very little about Title IV, because they have little or no involvement in Title IV operations. However, the Council feels that leadership in the Office of Education could be helpful with persuasive dialogues with chief State school offices who obviously play an important role with local school officials.

The National Advisory Council is disappointed in that funding for fiscal year 1975 will be the same as in fiscal year 1974. In an earlier statement, I indicated there are a potential 1,600 school districts eligible for Part A funds. However, only 854 were actually funded. Should the rate of school districts receiving funds in 1974–75 increase in 1975–76 as it

did from 1972–73, it is estimated the per capita payment for each Indian student will drop from $112 to $75. Should inflation and school costs rise as they have during the past year, one can only guess what impact these resources will have.

The Council believes Part A should be funded at 35 percent this 1975 fiscal year, 50 percent the next and 100 percent for fiscal year 1977. Full funding would be approximately $255 million.

1975—35 percent would equal $89,250,000.

1976—50 percent would equal $127,500,000.

1977—100 percent would equal $255,000,000.

It is very confusing to the Council why the administration never requested funds for fiscal year 1975 for Part A. The Office of Education has always argued that they are spending vast amounts of money for Indian education and that Part A only duplicates what other programs do. While those figures are generally impressive, they do not tell the correct story. For example, in fiscal year 1974, the Office of Education reported 117,500 Indian children received $42,288,398 under ESEA Title I. Every Title I administrator at the State or local educational institutional level will tell you that Title I funds do not serve Indian children, it serves children whose parents are in low income categories and are deficient in the basic skills. Furthermore, $17,567,233 of that figure was transferred to the Bureau of Indian Affairs who serve only approximately 30 percent of Indian school age children. Title I clearly does not, whether in public schools or BIA schools, direct its efforts toward the special needs of Indian children.

Another instance where the Office of Education reports substantial expenditures for Indian education comes from Public Law 874. This is purely an entitlement program for local school districts. The intent of Public Law 874 is to relieve the financial pressure of local school districts who have substantial amounts of nontaxable lands. Indians have never benefitted from this program as it clearly is not intended to provide resources to meet special needs of Indian children. For the same fiscal year, Public Law 874 and Public Law 815 were reported to produce $30,839,000 and $11,200,000 respectively to Indian education.

The Office of Education alleges they expended in fiscal 1974, $140,432,423 for Indian education of which $84,377,398 alone came from the three programs mentioned. If one would examine carefully where the Office of Education claims to have expended resources for Indian education in all other categories, the figure would more than likely shrink even further.

These disagreeing positions on Indian education policy implementation

0022

and actual funding allocation become more polarized when the following points are also taken into consideration:

According to the latest available figures from the Office of Education, there are approximately 270,000 Indian students in public schools. In addition, there are approximately *55,000* Indian children served by the BIA Federal school system. This five out of every six Indian students can be found in a public school. On Federal Indian reservations, three out of every four Indian students are in a public school. Thus the predominant responsibility for effective Indian education programs lies in the public school sector.

The policy of the Federal Government, starting in the 1920's, has been to transfer the responsibility for Indian education from BIA or Federal schools to public school districts. The twofold rationale for this policy has been that education is the responsibility of the States and that Indian children wherever possible should be educated in an "integrated" setting. In fact, a careful review of the historical evidence indicated that a dominant reason for this transfer policy has been a desire to cutback and terminate direct Federal services for Indians and to force assimilation at whatever cost. One other important factor has been the failure of the Federal Government to provide effective alternatives to public school education in the Federal school system including any attempt to develop quality or superior educational programs.

It is beyond the scope of this letter to examine in any depth this twofold policy rationale, but it is clearly open to serious challenge. The historical fact remains that whereas 80 percent of enrolled Indian students were in Federal schools in the early 1920's, this situation has been completely reversed in the last 50 years. To accomplish this reversal has required three predominant Federal practices.

First, it has been necessary to provide substantial Federal subsidies to entice public school districts to enroll Indian students. In the course of the extensive hearings held by the Senate Subcommittee on Indian Education, these Federal subsidies were often referred by Indian witnesses as "bribe money" or "a price on the head of Indian children." The clear implication is that many of the school districts are primarily interested in the money and have relatively little interest in the unique and special educational needs of the children. This leads to the second predominant Federal practice.

Because of the principle of "local control" there has been hardly any accountability on the part of the school districts for how the money is expended and even if it is used to benefit Indian students at all. There is

0023

now available from various studies substantial evidence of the abuse and misuse of these funds by public school districts.

This failure to provide for any accountability in these Federal subsidy programs, has lead to a third aspect of Federal practice. There has been a general unwillingness or nonrecognition of the fact that many of these public school districts that Indian children have been pushed or gerrymandered into, have failed to provide anything even approaching an effective educational program for them. Again, there is ample documentation of this fact, from a number of recent thorough studies. A number of school districts can be found where there has been a conscious effort to exclude or neglect Indian students, and where the rankest kinds of discriminatory attitudes and practices prevail.

The Subcommittee on Indian Education found a number of school districts where, although there had been substantial Indian enrollment over a period of several decades, no Indian student had ever graduated, and in some instances where school administrators are even proud of the fact. The State of Oklahoma has more school districts receiving Federal Johnson O'Malley funds than any other State. Within the last year an audit conducted by the Interior Department found that more than one-third of the money had not been used by the districts for the benefit of their Indian students at all. Another compelling example is the Gallup-McKinley county school system, in New Mexico, which has a larger Indian enrollment and receives more Federal funds as a result of that Indian enrollment than any other school district in the country. A comprehensive record of their purposeful misallocation of resources and malfeasance in regard to their Indian students is now part of a recent trial record in the Federal district court serving New Mexico.

One of the important reasons for the misallocation of funds within districts and general neglect of Indian students is the fact that Indian students can largely be found in the poorest, most marginal, most backward, most poorly staffed and financed school districts in the United States. Recent Office of Education data reveals that 35 percent of all public school Indian students are in school districts where per pupil expenditure is below $425, or less than 50 percent of the national average. Seventy-five percent of all public school Indian students are in districts that expend less than $624 per pupil. It is highly questionable whether any child can receive an effective education under these financial constraints, let alone a highly disadvantaged child from a dramatically unique cultural and language background.

A serious question could be raised given the financial status of many of these school districts whether or not they should be in existence at all. A substantial number of these school districts, where the largest concentra-

0024

tion of Indian students can be found, certainly could not continue to exist without the Federal subsidies. They exist as a result of our long-standing national policy that Indian children should be educated in public schools regardless of the consequences. This probably accounts for part of the Federal practice of benign neglect, or nonrecognition of school district failure. The implicit rationalization is who could possibly be successful under these circumstances?

In summary of these latter points, we now have substantial national data which indicates that public school education for a variety of reasons, both conscious and unconscious, has grossly failed Indian children, and the Federal Government is a party to this failure, through its past policies and Federal subsidies which continue to underwrite a national tragedy.

It remains a great mystery to the Council that the Department of Health, Education, and Welfare turns a deaf ear to our concerns and recommendations. The national policy of self-determination seems to have had little, if any impact on the Office of Education. While it is pleasant to report on the impact Title IV has generated in behalf of Indian education, it is not a pleasant task to discuss our relationships with the executive branch of the Federal Government, namely the Office of Education. Let me touch on a few of the most crucial problems.

The executive branch of the Federal Government under the past U.S. President has never accepted this piece of legislation. As a matter of fact, they were under court order to appoint this Council, release and obligate funds before June 30, 1973. This happened in May 1973, and from that beginning, our Council has engaged in an uphill struggle which to us at times seems insurmountable. Every member of the Council accepted their appointment in good faith, with the belief we could contribute meaningfully in behalf of Indian education. We remain steadfast in our faith because we witness exciting developments in Indian communities, but maintain we would accomplish much more if the U.S. Office of Education would utilize our advice in a legitimate manner.

When the Council was first appointed, the former U.S. Commissioner of Education requested that the Council proceed carefully and slowly in submitting to him, as we are required by law, a list of nominees for the position of Deputy Commissioner of Indian Education in the U.S. Office of Education. While we were anxious to have this vital position filled immediately, we accepted Dr. Ottina's advice.

The Council appointed a search committee to recruit candidates for the Deputy Commissioner position. Careful and well thought out criteria were established and all candidates were appraised of the committee's

intention to find candidates who possessed those skills described, personal characteristics and necessary training to be nominated for consideration by Dr. Ottina.

Our process began in July 1973 and the search committee presented its recommendation to the full Council in October 1973. Within a matter of days, Dr. Ottina was presented in person, our list of nominees. The nominees, in order of preference were Dr. William Demmert, Jr., Mr. Earl Barlow and Mr. John Wade. Dr. Ottina indicated it was his desire to have the position filled by the end of calendar year 1973. The Office of Education interviewed all candidates during December of 1973 and shortly after these interviews were completed, Dr. Ottina informed the Council, John Wade was no longer considered for the position. He also concluded in his remarks to the Council, both Dr. Demmert and Mr. Barlow were acceptable to him and he would submit both names to the U.S. Civil Service Commission. He made that statement to me in January 1974, and to the full Council in February 1974. Both these qualified individuals have strong endorsement from tribal leaders and national Indian education organizations. After repeated inquiries, he made the same statement to the executive committee in March of 1974. We learned later that all of Dr. Ottina's statements were inaccurate. In a letter to our executive director, Mr. Dwight Billedeaux, Joseph Damico of the U.S. Civil Service Commission, reported, "In March 1974, the Department of Health, Education, and Welfare submitted the name of Earl J. Barlow as their nominee for the Deputy Commissioner for Indian Education position. However, because of unclear reasons H.E.W. requested that the submission on Mr. Barlow be returned to them wi hout action."

This seems to be a contradiction of all information passed to the Council by one of the highest ranking education officials in the United States. Furthermore, the letter from Mr. Damico states, "In May 1974, the agency requested we then consider the qualifications of Mr. William Demmert for the position." On May 21, 1974, the day Dr. Ottina was to appear before a congressional committee, he called Mr. Billedeaux and myself to inform us that Dr. Demmert's nomination was rejected by the U.S. Civil Service Commission. At that time we were unaware of the above mentioned developments. The Damico letter dated June 13, 1974, was received shortly afterwards when we learned the full story. Needless to say, our confidence in the leadership in the Office of Education was shattered.

The Damico letter rejected Dr. Demmert on the basis of the level and depth of his training and experience. Where we might consider the latter characteristic a debatable point, it is difficult for the Council to question Dr. Demmert's successful graduate record at Harvard Uni-

0026

versity, one of the great institutions in the world. If one accepts the notion that training is commensurable with successful completion of undergraduate and graduate degrees, one must question whether existing GS 18 appointments in Federal agencies can match the record of Dr. William Demmert.

While civil service has made its decision, we have argued that congressional intent authorized the National Advisory Council on Indian Education to set certain criteria in the search process because law specifically says, "the Office will be headed by a Deputy Commissioner of Indian Education, who shall be appointed by the Commissioner of Education from a list of nominees submitted by the National Advisory Council on Indian Education." (Sec. 441(a).)

The Council has decided to pursue this issue more vigorously than ever. We feel strongly that our role in this selection process can not be so easily disposed of by the Civil Service Commission. We will continue to argue that we have a vital responsibility in this case and request that Congress make those responsible for this unforgiveable delay and action, be held accountable.

One might argue that Title IV is successful which would suggest existing leaders in the Office of Indian Education are satisfactory. We certainly do not want to intimate that program managers of Title IV are not performing their tasks well. On the contrary, they are Indians and doing an excellent job. But there is an echelon of administrators who tend to discount the importance of the National Advisory Council on Indian Education. They are busy developing future Indian education policy, making key decisions without a meaningful relationship with the Council.

Many of these people are experienced bureaucrats and will always find reasons to support their actions. While we recognize the Federal Government can be an awesome place to perform, all we ask is that the U.S. Office of Education solicit from us the advice and assistance they are required by law to consider.

The Council believes that the Office of Education is making a concerted effort to usurp the legislative authority of the Council. Several recent actions continue to confirm the belief that it is the continued objective of the bureaucracy to restrict the intended freedom of this Council. Some of these actions are as follows:

—The recent decision from the Office of Management and Budget to bring advisory councils under the administrative control of related policy agencies is a serious abridgement of the will of Congress. The Council hired staff are now under civil service and assigned as staff members under the Office of Education. Such

an action now causes staff the dilemma of conflicting reporting authorities. To whom are they accountable? The Council or the Office of Education?

—The law regarding this Council clearly states that the Council is responsible for submitting its operating charter to the Congress. The Office of Education, without consulting the Council, took it upon themselves to write the charter for the Council which included several conditions that were not acceptable to the Council's Presidential appointees. Only the Council's firm stand against the usurpation of its authority stopped the filing of an improper charter.

—Although Title IV gave legislative authority to the Council to perform several functions *independent* of the Office of Education, the current control of the Council's budget by this Office severely hobbles the Council's efforts to fulfill its statutory responsibilities to—

(1) "evaluate programs and projects carried out under any program of the Department of Health, Education, and Welfare in which Indian children and adults can participate or from which they can benefit, and disseminate the results of such evaluations",

(2) "provide technical assistance to local educational agencies and to Indian educational agencies, institutions and organizations to assist them in improving the education of Indian children",

(3) and the right to "contract with any public or private nonprofit agency, institution, or organization for assistance in carrying out such functions".

The Council's obvious message to the Congress in all this is that as long as the bureaucracy is not held rigidly accountable for their continued blatant distortion of congressional legislative intent, little will change in their habits or attitude toward this Council. And as importantly, it is all well and good for the Congress and the Executive Office to be outspoken proponents of Indian self-determination, but the bureaucracy's actions belie these words and the unofficial policy of "paternalism" continues to be perpetuated. We ask, *when will it stop?*

Hopefully, the Congress will examine this policy and restore our autonomy or we will not be able to perform our responsibilities. This clearly again seems to be in contradiction to the intent of the Congress who wanted Indians to have some control over programs and resources and decisions affecting the educational lives of their children.

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Since the initial funding of the Indian Education Act, an evolving practice has arisen within the Office of Education which dilutes the appropriated budget sums of Title IV. It is an internal cabal whereby Indian related programs are being shifted to Title IV which in turn become a form of supplemental funding to these other programs to the detriment of the intended beneficiaries of Title IV. This, of course, violates the very heart of the reason Congress goes to such pains to carefully identify line items in agency budgets: to restrict the latitude and practice of the bureaucracy's unauthorized manipulation of their budgets.

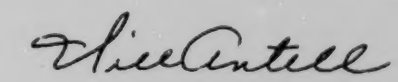
In the case of Title IV funds, various programs for vocational, adult, and other forms of training that would ordinarily qualify for other Office of Education program funds are being shunt over into Title IV programs. The Council is drawing special attention to this practice not so much in that the Council in any way begrudges the funding of other than Title IV programs, but for the reason that has been made so emphatically in other parts of this report: There is already a critical shortage of Indian education funds available and this practice further compounds the problem.

Invitations to attend the Presidential signing of H.R. 69, August 21, 1974, were sent to all chairmen of national advisory councils. However, our Council was not extended an invitation. Because I was in Washington preparing for other testimony, I learned of this development. I protested to the Commissioner's office and a half hour before the President was scheduled to sign the bill, a ticket was given to me. In inquiring whether the Bureau of Indian Education in the Office of Education was also invited, I learned two non-Indians were given passes. This was disgusting while that office was represented by two non-Indians, several well deserving Indians in that office were back at the stations performing their duties. A "petty" reaction? Perhaps. But it is one of the numerous happenings which tend to gnaw at one's insides and cause Indians to wonder, "Will Indians ever be offered decency and achieve equality?"

Mr. Quie, the list of difficulties our Council has encountered with the Office of Education is virtually endless. But I assure you, the Council members will continue to persist because they believe the legislation passed in 1972 and amended in 1974 will have greater impact on Indian education than any other law of its kind passed by the Congress. The potential is definitely there and it remains to be seen if the U.S. Office of Education can fulfill its role by properly managing Title IV and utilizing this Council's advisory capacity.

The Council sincerely appreciates this opportunity to communicate these matters to your attention. Should there be need for further information or clarification of specific issues, please let me know. The Council is prepared to provide any service or assistance which will enhance educational opportunities and experiences of Indian people. Please be assured of our full support.

Sincerely,



DR. WILL ANTELL,
Chairman, National Advisory Council on Indian Education.

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TITLE IV:
PROGRESS, HOPES AND FEARS

A review of the first year's progress of Title IV of the Indian Education Act of 1972 (Public Law 92–318) reveals that it is starting to accomplish its intended purposes and that both the National Advisory Council on Indian Education and the Office of Education have been able to quickly identify implementation problems within the various programs incorporated in the Act and cause corrective changes to make the programs more effective.

But clearly, seven key areas—pivotal to the success of Title IV—stand out as needing greater support, overview, and direction by the Office of Education:

1. Refusal to appoint a Deputy Director of Indian Education in the Office of Education—HEW,
2. Inadequate funding of Title IV.
3. Inadequate funding of the National Advisory Council on Indian Education resulting in an inability to contract, evaluate, appraise and advise the Office of Education as required by law,
4. The lack of sufficient technical assistance at the local level,
5. Ineffective or nonexistant local parent committees,
6. The improper and/or ineffective use of Title IV funds by local officials,
7. Refusal of local education agencies (LEA's) to apply for Title IV funds.

Almost all the problems reported within the program areas are attributable to one or a combination of the above seven deficiencies. It is not reasonable to expect Title IV to achieve success unless these essentials for the act's fulfillment are met.

The last six deficiencies are understandable to some degree in that it is always hard to judge the needs of new programs before they have had an opportunity to be demonstrated. The experience of the first year has provided the necessary insight to these needs which in themselves become benchmarks for the future. This experience, combined with knowledge gleaned from the Office of Education's three regional conferences on Title IV, should help considerably in providing guidance for obtaining higher funding from Congress and better utilization of budget funds and personnel.

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As for item No. 1, there is truly no excuse for the unreasonable delay in appointing a Deputy Director of Indian Education. For the Council's position on this matter you are referred to Council Chairman Will Antell's letter to Congressman Albert H. Quie which appears immediately before this section. This letter also corroborates the successful impact of Title IV to date.

In addition to the Council's findings on Title IV an additional indepth analysis published by the Office of Education is also included in the appendix.

GRASSROOTS FEEDBACK ON TITLE IV

To determine the current problems, successes and future needs of Title IV programs, the Council undertook two information feedback efforts to accomplish this objective:

I. Individual Council members made field trips to selected Title IV grant program locations to make first-hand evaluations of progress to date. The field reports of the Council members reveal important guidance for improving Title IV effectiveness and summary statements of these trip evaluation reports are included here.

II. A letter was sent to 2,500 school officials throughout the Nation whose districts and schools had Indian children in attendance and Indian adults and parents in the community, requesting them to candidly comment and recommend ways to: (1) Improve Title IV effectiveness, (2) better meet Indian children's education needs, and (3) make recommendations to the Council. The response to the letter was most satisfying and several respondents provided very illuminating insights that warrant being quoted here as further guidance to all who have a responsibility toward improving the implementation of Title IV.

SUMMARY STATEMENTS FROM COUNCIL MEMBERS' FIELD EVALUATIONS OF TITLE IV PROGRAMS

Continuity In Title IV Funding

Often, a Title IV program is funded and showing good progress, and then for an unknown reason it is not funded for the next year. How can funded successful programs be assured of future funding?

Selection of Title IV Project Directors

One major key to the success of any Title IV project is the ability of the project director to get results and motivate others to be responsive to the program's objectives: The ability to build local Indian community

0032

support as well as local official support. Much more scrutiny should be given to the selection of local project directors and/or program fund administrators.

NACIE Members Participation

The field visits of the individual Council members helped Title IV grantees immeasurably and also showed official national interest in local Title IV projects.

Local School Officials and Indian Children

There are too many school officials who are insensitive to Indian children's needs and/or disinterested in the value of Title IV programs to Indians. Several of the schools these officials represent can qualify for Title IV program funds but have not applied. Clearly a change in the attitude of such officials must be promulgated by the Office of Education and the Council.

Indian Employment Stimulated By Title IV

Title IV funding has encouragingly induced some local school authorities to hire local Indians to administer and operate Title IV programs. But there is still resistance in many parts to employing Indians in these positions.

The Lack of Indian Representation On Local School Boards

Local school boards of districts having several Indian children in attendance in the schools do not usually have an Indian on the school board. In one case where some 20 percent of the students were local Indian children, there was no Indian representation on the local board.

Community Support For Title IV

"There was some lack of community support at first and much opposition to Title IV. But community support has increased after witnessing the success of Title IV. For example, there is evidence of children learning through their elders and clan mothers in language, handicraft, and lore. Indian food is served on the menu."

Auditing of Title IV Funds

There was concern expressed by a few visiting Council members that in some cases it appeared that Title IV funds were not being spent for intended programs purposes. Unless audits are performed regularly it is doubtful that such practices will cease.

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Title IV Parents Committees

Very few Title IV field project directors and administrators understand the legal requirements and authority of parent committees. Unfortunately neither do many local Indians understand this most important role of these Committees. Effective Parent Committees is pivotal to success of many of these programs. Legal counsel would be helpful here.

Foster Homes For Indian Children

The Council has become aware that there are some very serious abuses taking place in the foster home programs in various parts of the country and recommends that the entire matter should be reviewed by the Education and Labor Committee of the U.S. Congress.

SCHOOL OFFICIALS' RESPONSE TO TITLE IV

In order to obtain a meaningful information feedback from school officials as to what they perceived as the needs for improvement of Title IV, the Council sent 2,500 letters to a cross-section of this group throughout the United States. The following abstracts are some of the more typical responses to the Council's query as to:

—The effectiveness of Title IV in meeting the educational needs of Indian children and adults,

—Recommendations and concerns on other ways to make Title IV more effective, and

—Existing difficult constraints to implementing Indian education programs.

The names of schools, areas, and officials involved have been purposely left out in order to emphasize the universality of the problems observed by the Council rather than imply the comments were purely local in nature.

The Parent Advisory Council of this school district has termed legislation which provided funds under Public Law 92–318, Title IV or Indian education as the most significant and viable educational funding in the history of Indian education. Its basic intent and composition are identical as other educational funds affecting Indian children, but its flexibility is what sets it apart from all others.

This flexibility extends to the Parent Advisory Council opportunity to exercise their initiative in setting their own priorities based on what they determine are important to them as Indians. They set priorities based on what they would like their children to be taught in school. This seemingly minor and insignificant factor has been overlooked in many other educational funding which precludes Indian parents from participation and involvement in the planning, development, implementation and evaluation of educational program affecting their children.

Title IV and the opportunities it affords has given members of the Parent

0034

Advisory Council a new life and desire to work toward education goals which is based on the combination, integration, incorporation, and correlation of traditional education with the teachings and instructions derived from . . . culture in such a way where it reinforces, strengthens, and improves total education.

This new desire and interest in total education has often been reflected by members of the Parent Advisory Council in their report to their constituents at chapter meetings. The ultimate result has been more interest and narrowing of communication gap between the school, the parents at the grassroot or chapter level. This is why the Parent Advisory Council has termed Public Law 92–318, Title IV a landmark legislation in the history of Indian education.

It has made more impact in instilling cultural awareness, preserving tradition and increased pride in heritage in students as well as parents in one year than any other program has done over the years.

Our Indian Parent Guidance Council has concluded that the basic educational needs of our Indian children are the same as that of our overall student enrollment.

However, there is a concensus that generally Indian children are perceived as "second rate" citizens or as even more damaging as sub-human; sometimes even among themselves. Their low self-concept is aggrevated by having the non-Indian student today reinforce this feeling in many ways; some bordering on harassment.

The Council concluded that our most urgent need is to modify our curriculum in ways that will enhance the *Indian image* and hopefully have *all* pupils gain respect for Indian heritage and for the Indians now present in the student body and community.

A recent needs assessment conducted by the . . . school district indicated that the citizens placed highest priority on self-image and character development. Second priority was given to inter-relationships of peoples. Seventy-five percent of those surveyed indicated the district as doing less than an excellent job in helping students develop sound self-images, and 44 percent said improvements should be made in inter-relationships of peoples. With this as a background, the Parent Advisory Committee, composed entirely from the Indian community, voted to produce under ESEA, Title IV, a program of instruction on cultural aspects of Indian heritage. The committee believes this plan will increase positive feelings of self-awareness of Indian children and serve as cross pollination to enhance the appreciation and respect for the worth and dignity of individuals as well as help produce a cooperative attitude toward living and working with others. It should work toward developing respect and appreciation for cultural heritages of other people. The basic premise undergirding this proposal is the belief that children who feel good about themselves have eliminated negative influences and can more readily be successful in daily activities. Parents agree that emphasis should be given to eight cultural aspects: ceremonial beliefs, foods

(traditional and medicinal), crafts, languages, oral history, Indian mythology, dress (traditional, modern, and ceremonial), and cultural anthropology.

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1. Multi media resources that would enhance the self-concept of Indians and materials that would present the Indian in a nonstereotyped manner. Materials should not be made available for Indians exclusively.
2. Educational grants to Indian families for purchase of educational supplies.
3. Medical and dental facility where Indian children and adults may have access to medical and dental care at no cost, or for a nominal fee.

Most of our Indian students find their school experience very pleasant and some have achieved recognition in cocurricular activities, sports, etc. In fact, administration and teachers in our schools treat Indian students in the same manner as other students.

The parent committee is concerned about the degree to which native American students in the . . . public schools:

—develop positive feelings of self-worth through programs emphasizing Indian values, culture, and history.

—experience academic success in essential curricular areas (mathematics, science, reading, writing, social studies, and language arts) that form basis for educational advancement.

—be strongly encouraged and assisted in completing their high school education and in continuing their education beyond high school.

—be adequately informed of educational opportunities available to them as native Americans. In large urban schools, such as those in . . . , native American students usually become lost in the shuffle of the many students whom school counselors service, or counselors themselves are not informed about these opportunities. Consequently, native American students tend to be uniformed about opportunities expressly designed for their benefit.

—be accurately identified through a surveying procedure that identifies actual American Indian students as Indians (according to the definition of "Indian" contained in Public Law 92–318, paragraph 453) even though some may also be members of another ethnic group.

—be eligible for services under the Title IV, Part A, program if they have been counted as native American students for the sake of calculating an entitlement under the Indian Education Act.

The parent committee is also concerned about the degree to which native American parents of schoolage children are influenced to show concern and become involved in the outcome of their children's education.

Ninety-five percent of our parents are on welfare and need help especially in caring for their children in school.

I would like to list only one urgent need because I feel that if it were met many other problems would also be solved. This need is based upon two

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premises. One premise is that it is mandatory that Indian children be allowed to grow to maturity aware and proud of themselves and their culture. The other premise is that they must learn to communicate (speak, write, read) in the language of the majority culture. These two objectives form the basis for many proposed programs related to Indian children.

We wish to advise that the following set of values and priority values were arrived at during the meeting of the Indian Advisory Committee:

1. Improving educational achievement of Indian children.
2. Socialization of Indian children with peer groups
3. Developing skills for career oriented programs
4. Self-esteem of Indian children
5. Community acceptance and appreciation of local Indian culture

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At this time, we feel the most important need is to have a person to do family counseling with the Indian people.

We have been authorized a grant under the Indian Elementary-Secondary School Assistance Act, Part A, Title IV, Public Law 93–318. Our grant is for $1,113.10. We are pleased to have this small amount of money and will be using the grant to purchase materials about the Indian culture and placing them in the schools where these children are located.

In our case, most of these children are adopted. Under this condition, we will need to use the small grant to assist them, basically in three areas. One is to develop the values and recognition as it pertains to the Indian culture for these children. Two, most of them need a special program in language development to assist them. Three, in some cases some special education support services are needed to assist them. These will be the areas that we think are the greatest need for these particular children.

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1. Sufficient funds that would allow 1:1 tutoring for Indian children
2. Sufficient funds that would permit appropriate teaching materials and supplies for these children
3. Sufficient funds that would provide vocational education for the adults and parents of these children

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In response to your request for the educational concerns of young and adult Indians I see the following items:

a. Development of a strong self-concept. The home must develop the basic aspects of this need. The community (schools, church, local agencies) must combine to do everything in their power to assist the family.
b. The self-fulfilling prophecy of failure is strong in many young Indians and is expected by most other citizens. Successes must be emphasized!
c. Adult Indians must set good examples for their youngsters to follow. Specifically: 1. Good health habits. 2. Need for steady employment. 3. Interest and involvement in all local affairs. 4. Support for improved educational opportunities for all people. 5. Pride in background, family, and community.
d. Living conditions are crowded and in poor shape generally.

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e. Academic success is more important for most people than athletic success.
f. Learning a worthwhile skill.
g. Adult education—skill oriented.

—make provision for language differences,
—increase cultural awareness in teachers,
—learn truth regarding ancestry and history,
—enhance appreciation for heritage and culture,
—learning through field trips to local museums and Indian ruins.

We are in complete agreement concerning the needs and handicaps that the American Indian is facing today. The Federal programs dealing with the education of Indian people has many times intended on meeting their needs; however, due to the distance between the problems and the solutions they have failed. Programs begin and end so quickly on the Reservations that Indian people are becoming very reluctant to participate either as an involved member or in the advisory capacity.

Described below are the educational concerns for the Indian children of . . . Our goals are:

to improve the basic academic skills of Indian students in the areas of mathematics, reading, and writing.
to instill in Indian children pride in themselves.
to give Indian children knowledge of their heritage.
to develop in Indian children pride in their dual heritage—as Indians and as Americans.
to develop better understanding among Indian students and other students in the schools in which they attend.
to provide jobs for older Indian students (this may be in the area of tutoring younger Indian students or working in the community).
to provide information and materials to . . . teachers which would assist them in incorporating the above goals into their curriculum.
to maintain lines of communications between Indian parents and this program.

In response to your correspondence regarding educational concerns for the . . . native youth in our community, I would make the following comments:

1. cultural gaps that appear to exist with native students entering the local school system from a village setting;
2. deficits of academic background material when entering the local school system from a village setting; and
3. passive, nonaggressive attitude toward urban education that appears to lead toward a tendency to isolate and withdraw and eventual dropping out of school.

Indian Education Act program committee of . . .

1. Continuing education of the school board (our Indian Education Act, Part A proposal centered around this idea. The proposal was funded.

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2. Development of a total career development program.
3. In-service for teaching staff to coordinate the existing elementary school program with an elementary career awareness curriculum as well as with the proposed high school career orientation and development curriculum.

Below is a list of the most urgent educational concerns for our Indian children and adults in our community:

1. Lack of of concern of Indian parents for their children to attend school regularly.
2. Inability to read.
3. Need for newspapers and magazines for Indian parents and their children.

The use of teacher aides in the school to help the Indian children on small group or individual basis is the top priority as set by our advisory committee. This helps the Indian people both by providing the children with needed help and also by providing jobs for adults in the community.

Educational television. The Reservation does not have cable TV available and therefore is unable to receive programs on the educational network. This would be most helpful, especially for the preschool children and the adults, in receiving educational programs on this network.

Referring to your inquiry regarding Indian education—my perception of the concern for Indian children and adults remains essentially the same.

It seems to me that the needs are the same for all Americans. We should provide the best possible integrated education for all concerned with the funds available.

One of the most urgent concerns we have regarding Indian education is the coordination of activities. By this I mean: (1) Identifying persons eligible, (2) identifying their leadership, and (3) gaining the support of neighboring school systems so that a cooperative effort could be undertaken.

To get American Indian adults, especially parents, involved in the educational process. If parents realize the importance of education on the futures of their children, they will be more willing to stress the importance of education to their children.

To inform teachers of Indian students' cultures, values and history of the American Indian so the teacher will be better able to understand the culture and characteristics of his Indian students.

To present the history of the American Indian in a more positive way, and stress the contributions and achievements of the American Indian so students will see education as more relevant to them.

To make authentic materials and resources on the American Indian available to teachers, students and parents.

It is our opinion, therefore, that a home visitor program that utilizes a

Native American as home visitor can do more to assist these children than any school-oriented program. Both the children and family need counseling. The children also need tutoring at times.

The need for every Indian child to acquire the basic skills of learning, reading, writing, language, arithmetic, etc.

The need for every Indian child to have the opportunity to attend school on a regular basis with encouragement from his parents. Absenteeism is a problem in our schools and is caused by all types of things from parental unconcern to lack of sufficient clothing.

The need for every Indian child to have the opportunity to relate to successful Indian people in the community, the school, and the home.

The need for every Indian child to have proper foods for good physical and mental health, good dental care, and good medical care.

The need for every Indian child to have a basic understanding of Indian History, American History, and how he relates to it.

The need for every Indian child to have a basic understanding of good human relations in the home, school, and community.

Learn to be a good manager of money, property, and resources.

In meeting with the local parent council, their consensus of needs of the Indian children in this area were expressed as: (1) Teacher's aide-tutor of Indian descent to act as liaison between school and home; (2) emergency and corrective medical assistance; and (3) parental cost items, i.e. gym clothing, fees, books, needed personal items that would contribute to increased attendance, and achievement in school.

There is a need to acquaint all teachers, new and tenured, to the uniqueness of the Native American people. This means going beyond the present human relations training which is made available to some teachers. Present efforts do not dwell long enough on the historical aspects as well as contemporary issues regarding the Native Americans.

I have been advised by one Federal review board member (who happened to be Indian) that he would not approve any Indian educational funds which would involve any students other than Indians. This, I believe, is putting culture in the way of education.

The Indian culture should be preserved and can be taught in the school to *all* students, but the traditional culture will need to be taught through the Indian community and the tribal councils as the school has the obligation to see that the students are prepared to live in todays world which is composed of many cultures. Therefore, we cannot just teach one culture to one group of students and expect that class of students to be able to perform when they graduate.

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1. An Indian history textbook, which includes the contributions made by Indians to the U.S. Government, and the different treaties made between them and the Federal Government.

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2. Indian arts and crafts program, teaching how the Indian made articles of wearing apparel, pottery, and their means of survival.

In regard to your request for information relating to needs for Indian education I would make the following suggestions:

1. Continue to concentrate on the training of Indian Administrators and teachers. I would also suggest that the standards for selection be closely supervised by your organization.
2. Demand higher standards and special training for all educators working with Indian children.
3. Bilingual-biculture education is a must both on and off the reservation.
4. Help local communities develop facilities which will meet the educational needs of both children and adults.

The need of long overdue curriculum materials. At present, three of the intercity urban high schools have Native American instructors, developing and teaching courses in the social studies area. Our goals are to have our Native American students learning their languages, history, literature, art, music, etc. not in isolated courses, but integrated in all aspects of their school life from kindergarten through the twelfth grade. A multiethnic cultural center has been established to help teachers develop their own classroom materials; here again, we are in need of Native American teachers to participate in developing and teaching with materials depicting the true historical and cultural values of the First Americans, not only to the Native American student, but all who attend the . . . public schools.

The following information is a listing of the needs perceived by the Indian people:

1. The need for a positive concept of self among Indian students.
2. The need for greater cultural awareness and group identity among Indian students.
3. The need for additional information regarding opportunities and resources available to Indian youths.
4. The need for higher expectations of future success in education and in choices of careers following high school graduation.
5. The need for improvement of academic achievement of Indian students.

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1. We believe better service could be provided if funding was directed by our State Department of Public Instruction. The department is much more aware of local situations; is in a better position to follow up and can provide related services quicker. We note that Title I is operated effectively in that manner and would suggest a program procedure of that nature be followed!

2. The most damaging item occurring in area is the failure of Indian students identifying themselves as such. In our area most of them are one-quarter to one-half Indian and refuse to make that fact known to school officials. To assist us, may I suggest your office provide us and ask tribal council to make available name lists. This would really help us.

We have had a very difficult time in keeping these youngsters in school. The lack of interest in education seems to result from a lack of motivation to finish school rather than a lack of the basic skills needed to complete their education. I suppose, to a certain degree, the schools have failed in providing for the specific needs of these youngsters and I think in some instances there has been a real lack of support for education in their homes.

. . . we need a program which will improve the self-image of our teenage Indian youngsters and a program that will motivate them to set some long and short range goals. I think we need some type of special and concentrated guidance for these youngsters and I believe that this must be provided by a well trained person who is sympathetic with and knowledgeable about Indian culture.

This letter is written in answer to your request for a description of the most urgent educational concerns for the Indian children in our community.

Our greatest concern for these people is in the area of school attendance. We have found that the Indian students achieve very well—if they attend classes regularly. Our problem is keeping them in school so that they do not fall behind in their school work and then become dropouts.

Although we have given much thought and effort to this concern, we have not been able to make much progress.

Reference is made to your recent communication requesting a listing of educational concerns for Indian children and adults in this community.

Your letter was recently presented to our local Indian education committee. The concerns expressed by this group were as follows:

1. That there be established and maintained within the school system an Indian cultural center so as to provide Indian students a specific place that they alone can identify with.
2. That there be provided as a part of the district professional staff a member of the Indian community who is available to counsel and visit with students regarding their educational problems.
3. That there be contact between representatives of the school and Indian parents so as to give the latter a greater feeling of responsibility for their child's education. They also should contribute information to school officials regarding the educational needs of Indian children.
4. That there be an expansion of the curriculum at all levels so as to include more units on Indian culture.

In our school district, we perceive the educational needs of Indian students as directly influenced by the understanding of historic and contemporary Indian culture and values. We also feel that not only should Indian students be aware of their heritage, but that their white classmates and teachers should also be afforded the opportunity to learn, in an accurate manner, about their Native American classmates and students.

Toward this end, our use of Title IV–A moneys will be directed toward preparing curriculum materials for use by our students and staff in teaching the Native American component of our social studies program.

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In addition, we feel that it is extremely important that a secondary level guidance person become very familiar with present educational opportunities for Indian students. Toward this end, we are setting aside a part of our Title IV–A budget for inservice activities for this person.

At the present we feel the greatest educational needs for the Indian students in our school system lie at the junior and senior high level. Our educational concern parallels exactly what we set our goals and objectives to be for our Title IV project:

1. Reinforce the subject matter presented by the classroom teacher thereby enabling the student to earn passing grades and not drop out from failure.
2. To improve the student's ability to read and understand materials in social studies and science.
3. To provide individual instruction in basic skills in mathematics when the student lacks such skill.
4. To help students learn to organize their time and develop good study habits so as to be able to complete all assignments.
5. To develop in the student acceptable patterns of social behavior when his present behavorial patterns prevent effective learning.
6. To develop in the student those characteristics which will enable him to function independently without academic failure.

In reply to your inquiry about the most urgent educational needs of Indian children in our district, we consider home-school communications to be No. 1.

Indian children, especially teenagers, often have learned to distrust school officials (usually white). Where we have succeeded in developing a good relationship with parents, this problem seldom becomes serious.

Motivational counseling is important. Very few Indian children of whatever ability, enroll in the more difficult academic courses. Often by the 11th and 12th grades they are bored with school

Our experience with an Indian counselor in our school on a part time basis, has been good. We believe his influence has made real improvement in these areas.

The . . . schools have participated in a program developed under the Indian Education Act and has given consideration to needs of the Indian children and adults.

We are glad to contribute concerns which this system consider to be priorities in developing programs of educational assistance for Indian children and adults.

The following list is submitted to assist the national council in establishing priorities in Indian education:

To provide for a collection of educational materials including books, tapes, records and films in the public school library which will help teach and preserve the Indian culture and heritage.

To get a larger number of Indian students to complete secondary and post secondary educational levels.

0043

To provide for a preservation of the Cherokee language.

To provide Indian adults with additional educational opportunities.

To assist Indian speaking children at early elementary level with English communication skills.

In reference to your letter requesting a description of our most urgent educational concerns for Indian children and adults in our community, I offer the following comments.

. . . city schools has a small number of Indian children, approximately 58, which handicaps our efforts to help Indian children enrolled in our school system. Recently I did attempt to meet with the parents of Indian children in our school system in order to receive a small grant of approximately $4,000 which would provide some services specifically for Indian children. Indian parents were contacted and agreed to meet at a designated time with the school officials to discuss more specific needs from the parents standpoint for their children. The Indian parents did not appear for the meeting.

We are making other efforts to involve the Indian culture in a multi-ethnic project that is a cooperative venture involving three school systems and State University. If this project is approved, Indian materials and culture will be introduced into the school system in many different curriculum areas along with other multiethnic groups.

The . . . public schools have been meeting with the Indian community over the years to try and determine the needs of Indian students as seen from the educator's view. Both groups agree that school attendance probably tends to be the most important factor that leads to educational problems for the Indian student. Since much of the child's absenteeism is related to the family's cultural activities there seemed to be little chance of changing this pattern.

Therefore, it was decided that the student needed extra instructional help in order to allow him the opportunity to participate in the family activities and also meet success in school.

We feel that our program will serve an important need in our community.

In view of the political unrest and the militancy of the Indian people of . . . especially the young, we feel that our program will bring the Indian population closer to our school and our community. Hopefully this will bring about a better understanding which could prevent incidents such as Wounded Knee:

1. Through meetings at the school where Indian adults, Indian students, white adults, and white students sit down together, we feel that understanding and acceptance will result.
2. We hope to improve attendance by Indian students through a modified program that approaches their ideas of school. (More arts and crafts, vocations and Indian culture courses.)
3. We hope to improve the Indian self-image by instilling pride in themselves and their culture.
4. We will promote attendance at State Indian meetings; set up Indian exhibits, and other special courses in Indian crafts.

0044

Indian children are culturally deprived because of lack of travel, books, and cultural activities. Their IQ is average, but we need extra help to keep the standards up.

Title IV is the only opportunity we have had to give extra help in speech, Indian culture, art, and mathematics.

As a school superintendent my most urgent feeling as to educational needs of Native American children is to keep them in school until graduation. The dropout rate is a real problem and we would like to organize programs to make the transition into junior and senior high school less traumatic then it is at the present time. Your help and suggestions would be appreciated.

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1. A full-time counsel for parents of Indian students. This person could act as a home-school coordinator, but more so to inform parents as to happenings in the school.
2. An orientation for elementary students on the reservation, who will be attending off reservation schools the following year.
3. Health personnel to aid in directing students in cleanliness and dress. This area, and I realize it is a tough one, could eliminate a lot of problems. (If you look successful your chances of succeeding will be much better.)

These above mentioned needs are a start, and of course will not solve all problems. However the concerted effort by your office will lend to eventual realization of a common goal for all, namely an education to get along in the world.

According to our last survey in October 1973, there were only 15 American Indian students enrolled in our school district. These children are receiving excellent educational instruction and are very fine scholastic students. To the best of our knowledge their economical and social needs are being met satisfactorily also.

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1. Children need to have members of own race available in the schools for counseling and guidance.
2. Children need an opportunity to form interest groups of own race for study and recreation.
3. Indian children need to have all materials, supplies, and fees furnished if unable to meet the cost within the family.
4. Improve relationships between Indian children, parents, school teachers, and administrators.
5. Parents need to become aware of school programs and activities.
6. A balanced recreation program is needed for those children where they can feel at ease in their activity.

Listed below are my concerns, as asked for in your letter:

1. I feel the need for certified teachers and/or aides to serve as positive models for students should rank high on any prioritized list.
2. Increased awareness of Native American history and culture by presently employed school personnel.
3. Abridgement of the wide communication gap between the Native

American and school communities. If school was not an enjoyable experience for the parents, how can anyone expect them to suddenly become involved. (School meetings, PTA, parent conferences, or reinforcement of school policies.)

4. The introduction of a meaningful curriculum; a need for a less slanted view of the history of this country. This could serve as "something" positive for Native Americans to identify with.

It is my opinion that a combination of the above may lead to a reduction of the drop-out rates.

Duplication of efforts by a number of community agencies tends to reduce the source of revenues available. A concentrated effort for one centrally established agency to coordinate the various services might allow the funds to more directly provide assistance to the Indian pupil and parent and not require staffs of funded programs to have to spread themselves thinly.

This is in regard to your letter concerning the National Advisory Council on Indian Education. As an educator, I would like to recommend that we be permitted to teach and treat Indians as fellow citizens and Americans. Help them to help themselves—get off the *dole* wagon. This has been tried for generations and has apparently become worse instead of better. I believe that any man who is down and out needs help to his feet, but he must be taught to stand alone.

In my opinion the most expensive of all things is something for nothing. Love gifts do not fit into this category. Once a man starts to depend on handouts he loses his pride and when pride and initiative are gone, we are only a shell of a man. In its place we often develop false pride to try to fool ourselves. I take pride in being an American without regard to race or color and only ask for an equal opportunity based upon my ability and initiative.

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1. The need to concentrate on those problems which ultimately lead to "dropout".
   a. Parent education and involvement.
   b. Meaningful curricular approaches, including alternative education programs.
   c. Health and health related needs.
   d. Improved self-image.
2. The need to have an agency at the local level to coordinate the various services the participant requires.
   a. Health.
   b. Education.
   c. Employment.

Need for special programs of in-service and human relations to acquaint instructional staff with the unique character of the Indian student and his educational needs.

Need for career guidance and career exploration to furnish Indian students some meaningful basis on which to make career decisions.

0046

DEAR SIR: In reply to your letter:

1. A program to acquaint all Indian people of the actual worth of the money involved the programs directly toward their benefit.

   What the real source of this money is, and why it is ruinous to their cause, and the Nation for it to be wasted or used unwisely.
2. A program to discourage the inevitable isolation and resulting prejudice that will follow over zealous efforts to accent cultural heritage and tradition.
3. A program to acquaint all Indian people of the obligation that each person has toward making our capitalist form of Government continue as the world's greatest provider for its people.
4. Improved school attendance.

This list includes comments from parents of Indian children, teachers, administrators, and the lay public. The list has not been prioritized.

Educational concerns:

1. An increasing dropout rate in junior and senior high school.
2. The inability of the LEA to inform Indian children of their heritage.
3. Noticeable differences between the reading achievement of Indian children and others.
4. Low achievement in mathematics.
5. Low motivation as seen in Indian students.
6. Poor attendance.
7. Lack of participation by Indian students in extracurricular activities.
8. Lack of concern by Indian parents in the educational welfare of their children.
9. Guidance and counseling services for Indian students are very limited.

We find the needs of our Indian Students to be:

1. Increase the holding power of the school by improving their academic achievement.
2. Increase cultural pride and self-esteem by creating a one-on-one learning situation.
3. Increase the reading ability by one full year.
4. Keep Home to School *communication* lines open and improved.

Listed below are some of the proposals we think might add to the value of the Title IV, Indian Education Act.

Having opportunities to know and use their cultural heritage in daily activities.

Curriculum material that encourages Indian students to become involved in the educational program.

Community activities that pull in the skills of Indians.

A community contact person to visit the Indian population.

Direct payment to Indian participants for attendance at meetings on Title IV.

We have found in this area that children are far below average in reading and math.

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0047

It is found in most Indian homes parents lack means to buy books and other reading materials and in this manner to encourage their children. This being the case the children must wait until they enter school before being introduced to books.

This handicaps the child placing him further behind other children whose parents have bought them simple little (25 cents) books.

If parents would encourage their children in this manner and work with them just a little we feel great steps could be taken in this area.

An example of an agenda used to form a local parent committee under the provisions of Title IV of the Indian Education Act of 1972:

PUBLIC MEETING, INDIAN EDUCATION ACT, MARCH 5, 1974, 8:30 P.M.

Minutes

Introductions:

Each person introduced himself (herself) by name and background and described his interest in the Indian Education Act and his relationship to the American Indian community.

Purpose:

Background information was provided by interested parties.

The objectives of the meeting were described as twofold:

1. Identifying concerns and needs of the Indian community.
2. Establishment of a parent advisory committee in accordance with the procedures and definitions outlined in the Indian Education Act.

Discussion:

Discussion of concerns and needs suggested that although virtually all American Indian children need assistance in bridging the gap between two cultures, the needs for individual children may be grouped within three broad areas:

1. Assistance in identifying an awareness of their heritage and in establishing a clear and positive identity of self.
2. Remediation assistance in the development of basic educational skills.
3. In-depth psychological assistance and/or assistance by key members of the Indian community in reversing a failure trend and in providing appropriate counseling assistance where there are severe and persistent problems of an emotional and/or adaptive nature.

Selection of advisory committee:

Members were nominated and approved by voice vote.

0048

EDUCATION FOR BUSINESS

What does it mean to say that American Indians should be educated in business? To all who are acquainted with the nature of American business and the free enterprise system from which this nation derives its economic base, the question may seem unnecessarily obvious. But the current process by which Native Americans are encouraged to become self-reliant, so they can achieve self-determination in America's business community, clearly indicates that the Government is virtually unaware of the fundamental knowledge necessary to successfully compete in business: The fundamentals of "management know-how".

No business can succeed without good management. Yet, the Government does not (nor does it know how to) teach private sector business management to American Indians as an essential to their success in Federal economic development programs. Since the Government (a) was not constituted to be competitive in nature, (b) is capitalized primarily by taxation, and (c) is not motivated by the same incentives as the private sector, such as, "making a profit" and "the marketplace"—it is understandable that Congress would not emphasize, or perhaps even recognize, this basic need. This is not to imply that government employees do not have an understanding and empathy for the great need of employment and career security among Indians: On the contrary, long ago Congress and the bureaucracy demonstrated a great talent in providing for their own well being—an ability that has not gone unnoticed by American Indians and the general public.

But it is safe to presume that very few of the government officials responsible for American Indian education programs were ever responsible during their careers for operating a successful business over an extended period of time. This is born out by the manner and priority of funding of economic development programs, in as much as so very little is earmarked for management development. The approach seems to assume that one learns to be a good manager *after* he is in business, or has learned to be a good manager somewhere *prior* to his receiving program funds. Particularly in the case of Indians, either of these two assumptions is most likely to be a fatal premise upon which to expect their entrepreneur success. The rate of failure of new businesses in the United States is extremely high with the majority of these attributed to poor management.

0049

It follows then, that the perpetuation of an Indian economic policy that ignores the essential requirement for management development makes the prospects for any meaningful Indian business success stories, bleak indeed.

It is not the Council's purpose here to chastise the federal government for not providing the funds necessary to teach free enterprise management precepts and skills to Indians, but to inform the Congress that it has authorized millions of dollars to assist Native Americans in economic development and virtually nothing for their education in the art of management know-how. Experience and common sense dictates that Indians will continue to have very few successful business ventures—at a very high expenditure of public funds—until an exposure to the fundamentals of business management are blended into the initial stages of all economic development programs, and continuing management education becomes an accepted basic element of all such legislation.

Therefore, *the Council recommends that the Congress cause all existing and pending legislation dealing with economic development of American Indians by the Departments of Commerce, Health, Education, and Welfare, and Interior (BIA)—be amended to the effect that at least 5 percent to 10 percent of all such programs' funds be spent through contracts with highly qualified, established, private sector management development companies, and universities and colleges.*

Further, that although a department may have legislative responsibility for funding and monitoring of such programs, the management development program design and implementation will be the primary responsibility of the contractor in cooperation with the Indian management development recipients.

When we are successful in providing this missing link for Indians' entry into the American business community, then one more major milestone will have been passed toward satisfying the Native American goal: Through education—self-determination.

To the Council's best knowledge, Part C of the Indian Education Act of 1972, entitled, "Special Programs Relating to Adult Education for Indians", is the only education program for Indians that has been designed with this purpose in mind.

0050

EDUCATION AND HOUSING

It is as futile to expect Indian children and adults to become well educated if they are ill housed as it is if they are in ill health. But current policy and program wisdom reflects an alarming ignorance of this most obvious of essentials to achieving an education. A review of recent education and housing legislation does not indicate any understanding that *decent housing and the ability to learn are directly related.*

Much has been written to the point that Indians are in the lowest of income groups in the United States. Also that Indian housing is among the poorest in quality and sanitary and utility services. *It defies common sense that the simple axiomatic relationship between education and housing escapes the legislative process.* Members of Congress may feel that the point is so obvious that the agencies themselves can be expected to initiate effective management coordination. The Council urges the Congress not to be guilty of such an historically proven naive assumption.

Therefore the Council requests that—

1. the Education and Labor Committee,
2. the Banking, Currency, and Housing Committee, and
3. the House Interior and Insular Affairs Committee, coordinate their efforts to the effect that they direct their respective agencies,
   1a. the Office of Education, HEW,
   2a. the Department of Housing and Urban Development, and
   3a. the Bureau of Indian Affairs,

to establish *common-end goals* that are realistically beneficial to the intended beneficiaries of these agencies' programs—American Indians.

It does not seem necessary to recite here the many and detailed statistics about American Indians' grossly substandard housing. Such supporting documents are readily available and replete with information on this unresolved national problem. More to the point is that increasing sums of public funds are being spent for Indian education but decent housing, necessary support services (transportation, school facilities and student meal programs, etc.) and education programs are not being developed in concernt with each other. This status will not change unless the noted congressional committees intervene and forcefully direct their respective legislative authority agencies to change their independent approaches.

0051

EDUCATION AND HEALTH

The national Indian policy of Self Determination in America's highly productive and highly competitive society presumes a prerequisite for its achievement—*good health*. Public wisdom concedes that we do not expect those who are impoverished, debilitated and chronically ill, to become meaningfully educated. Yet, the nation in effect is asking Native Americans to fulfill their role in this national destiny from just such a position. Good health is a real and necessary basis for equal Indian opportunity.

In the Introduction to this report, we spoke of striving to secure "the blessings of liberty" for American Indians during the renewal spirit of the Bicentennial Era. One of the "blessings" presumed to be enjoyed by the great majority of Americans is decent health care through either private or public health facilities. *But the state of American Indian health is a national disgrace.* If it were not for the Indians' historically accepted abominable social abyss, such a condition would not be tolerated by the majority for any other group in our society. Here again, the general public is not at fault because to all outward appearances, a vast Government network of health programs bureaucracy exists within the Department of Health, Education, and Welfare to deal with such problems in addition to having vast amounts of public funds with which to work out solutions, and therefore, the public—and perhaps even the Congress—may justifiably believe that Indians have exaggerated their health needs.

Enlightening the Congress, the bureaucracy, and the general public to the actual desperate status of the problem is a formidable task for this Council to undertake alone. In addition, the task poses a dilemma for Indians in that although they are fully aware of the grim facts regarding Indian health in America and very capable of articulating the problem, the Council realizes that a well-conceived legislative solution must be proposed by respected and objective spokesmen within the body politic before the Congress will accept the facts as credible, and act accordingly.

Fortunately in February of 1974, such spokesmen came foreward and in a most forthright manner laid the problem before the Congress. The Indian Health Service, the National Tribal Chairmen's Association, the National Indian Health Board, and their staffs, provided essential guidance and testimony to help Senators Jackson and Fannin, and their staffs,

0052

in the preparation of the *Indian Health Care Improvement Act* (Senate bill 2938) which they presented to the Congress "to implement the Federal responsibility for the care and education of Indian people by improving the services and facilities of Federal Indian health programs and encouraging maximum participation of Indians in such programs, and for other purposes".

The opening remarks of Senators Jackson and Fannin introducing this legislation to the Senate, clearly explains and supports the Council's earlier narrative of the frustrating dilemma imposed upon Native Americans in offering the opportunity for self-determination, while continuing to ignore the fact that they are confined to working to achieve this long-sought goal, from a social base of deepening human trauma that is continually exacerbated by a lack of proper health care:

> Mr. JACKSON. Mr. President, I am introducing for appropriate reference, legislation which addresses one of the most deplorable situations in the United States, that of the provision of basic health services to Indians.
>
> Earlier in this Congress, the Senate passed the Indian Financing Act, to provide economic assistance to enable the Indian people to design and build their own future. By unanimous vote on January 28 of this year, the Indian Self-Determination and Educational Reform Act was ordered reported to the Senate by the Committee on Interior and Insular Affairs. Both of these measures reaffirm the policy of this body that it is the Indian people who must decide their own future and they provide the educational and economic tools to shape that future.
>
> *The most basic human right must be the right to enjoy decent health.* Certainly, any effort to fulfill Federal responsibilities to the Indian people must begin with the provision of health services. *In fact, health services must be the cornerstone upon which rest all other Federal programs for the benefit of Indians.* Without a proper health status, the Indian people will be unable to fully avail themselves of the many economic, educational, and social programs already available to them or which this Congress will provide them. . . .
>
> "Mr. FANNIN. Mr. President, this legislation is significant because its objective is to redraw the legislative authority of the Indian Health Service so that it can meet the contemporary needs of the Indian people. It has become increasingly clear that the existing authority of the Indian Health Service is no longer capable of meeting the ever-pressing health problems of its clients and clearly needs new tools, resources, and innovative programs to meet those needs. That is the basic purpose of this bill.

In addition, this legislation seeks to meet the objective of Indian self-determination by developing a program which will serve to increase the number of Indian health personnel. . . .

The legislation's ultimate goal to bring about a more responsive and effective Indian health delivery system, is summarized by Dr. Emery Johnson, Director of the Indian Health Service, when he states, "the future of the Indian Health Service lies in expanded Indian community development, increased meaningful involvement of Indian people, and a responsive high quality comprehensive health care system.

Our commitment is to identify and mobilize all available Federal, State, and private resources, and through effective management processes to develop those resources to maximum potential. As we continue to evolve in this direction, we look forward to a significantly improved health status for Indian and Alaska Native people. . . .

The Council urges the Congress and the Executive Branch to give their fullest support to bringing about the implementation of this legislation as a major step toward the fulfillment of the Indian policy of self determination.

NOTE.—Senators Jackson and Fannin, and Dr. Johnson's remarks were excerpted from the Congressional Record—Senate, vol. 120, Washington, Friday, February 1. 1974. No. 9.

0054

EDUCATION AND CULTURE

"The path toward a true living together of the red and white civilizations for mutual benefits must start with recognition of their differences rather than with any attempts to reshape Indians in the image of white Americans."

This was the premise of a week-long conference of Indian Elders held in June 1968 in Denver, Colo., sponsored by the Myrin Institute of New York. The conference proceedings were published in book form under the forgiving title, *Can The Red Man Help The White Man?* The discourse between the participants provides some of the most poignant insights to date on why the American Indians' cultural wisdom must survive. The thoughtful reader will soon recognize that here is a repository of a yet untapped sorely needed cultural resource; alarmingly uncodified for use by present and future generations. After reading the following excerpts from this conference, one should then easily understand why the red man has tenaciously held fast to his wisdom and ways, and, why the white man must at last accept his offer to share them.

* * * * * * *

"Education and philosophy are influenced today by the assumption that exposure to one single school system can units the most different kinds of individuals in a kind of happy brotherhood. This concept has led the United States to spend vast amounts of money and energy on unifying education within and even beyond its borders. The general idea is that a minority brought up differently from the majority may form a hostile foreign body in society, while people brought up in the same way will eventually form one big happy family the world over. This is a generous and noble American Theory and would justify any effort and sacrifice, were it not so utterly wrong."

* * * * * * *

"What makes an individual modern in the true sense of the word is the educational effort to establish a balance between his intuitive and his intellectual faculties and to coordinate and synthesize both through the clear light of reason. It is the white man's tragic error to credit matter and energy with a reality superior to the reality of the invisible world of the soul. This error leads to a robot consciousness, a consciousness permitting man to conquer the world while losing himself.

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"The unrest among white students stems chiefly from the fact that white schools teach their pupils knowledge and skills but do not expand the core of the personality to the point where the student can comprehend what he learns. For comprehension is not the result of intellectual training alone but requires a balance between intellect and intuition. This was recognized in the academies of Greece, which, for example, taught the medical student man's relationship to the cosmos, and further trained his intuition through philosophical meditation and through creative art, before introducing him to anatomy and other disciplines of a purely intellectual and scientific nature."

* * * * * * *

"The first step toward bridging the consciousness gap between the white and red people would have to be taken by the latter. The reason for this lies in the fact that the Indian has the same intellectual abilities as the white man, while retaining some of the intuitive insight into the essence of things, an insight the white man of today has almost totally lost. This does not mean, of course, that the Indian is psychologically superior to or morally better than the white man; but he still has at his disposal spiritual resources which the latter can develop only by painstaking effort to retrain his lost intuition."

"When the white man looks at the world, his attention becomes almost fully occupied with the tangible objects in front of him. If he happens to be religious, he may readily admit that somewhere, outside the scope of his consciousness, a spiritual being exists who created these objects. The Indians, on the other hand—at least those who have not yet lost their intuitive heritage—actually sense the *creative* forces still alive behind each created object. Consequently, a certain tree or rock formation may fill an Indian with reverence, regardless of its usefulness or even beauty; for his intuitive perception recognizes in that special object the tangible manifestation of an intangible but still creative force. He therefore considers such objects sacred and will try to preserve them; if need be, he will make his path around them. The white man, meanwhile, can see only a useless rock or shaggy old tree, which he will unhesitatingly remove, if it happens to block the road he wants to build or the lot he wants to clear."

"It is easy to see how arguments arising from such differences of awareness can lead to serious resentments on both sides. The white man considers himself at times needlessly opposed in what he regards as *progress*, and he is therefore inclined to view Indian resistance as vengeful, or at best superstitious. He becomes especially indignant when he has sincerely intended to improve by his standards the living conditions of the very people who opposed him in his action. He is even more baffled by the fact that some Indians may eventually accept the material benefits he

0056

offers without ceasing to resent the destruction of natural beauty and tribal tradition that modern *progress* causes."

"On the other hand, what is hard for the proponents of a welfare State to understand is the following: Almost every human being can eventually be persuaded to accept material benefits at the expense of spiritual values, yet deep down in his heart he will never forgive his 'benefactor' for creating conditions that make him lose his self respect."

* * * * * * *

"The Indian way of life—the Indian manner of thinking and observing the world—is different from the white man's way. It is enormously important for white men, especially teachers and those who have to do with educating our youth, to understand this. If our youth could see this difference—and broaden themselves to the point where they could master intellectually, like the white man, and still develop intuitively, like the Indian—they would bring balance and harmony into their own lives and the lives of those around them."

"Young people are on the rampage today because they sense that something is missing from life. They don't know what it is, and neither do those around them seem to know. What they lack is something inner—something to do with the heart and with a true understanding of the meaning of life."

"Years ago an old Pueblo Indian spoke to Carl Jung, the famous psychologist. The few words of the old Indian, if understood, offer the solution to today's problem with youth. He said that white men were mad, crazy. White men believe you think with your head, but every Indian knows you think with your heart."

"The point is that Indians do think with their hearts. But also it is true that white men think with their brains. A complete man does both."

* * * * * * *

"The United States today is clearly at a crossroads. In their brief history, the American people have built the strongest, richest and most generous country in the world. Yet the use of drugs, racial strife, crime and violence, are reaching epidemic proportions. In other words, our civilization is one-sided; blessed by an abundance of intellectual abilities and technological skills, it is sadly lacking in an intuitive grasp of qualitative values such as the pursuit of true happiness through love of man and nature, through philosophical contemplation, and through religious experience."

The Indian people are endowed with intuitive faculties that could restore to American culture the inner strength it so badly needs in this crucial era.

0057

A FINAL WORD TO OUR FELLOW AMERICANS

There has been a long established assumption on the part of most non-Indian authorities on Indian education that the only way to teach Indian children is through the educational system that has evolved in the United States since its founding. In as much as Indians were teaching their children the essentials for life many centuries prior to this time, it has always been distressing to Native Americans that modern educators still do not condone distinctly unique programs for distinctly different segments of our population, and, that the policy of educational conformity continues to frustrate the natural growth of so many. The following story, although mostly out of date in the context of todays Indian needs, is timely and relevant in making a most important point on behalf of American Indians: *Education should provide for the actual needs, not the conjectured needs, of those being educated.*

From Benjamin Franklin's "Remarks Concerning the Savages of North America." In 1744, after the Treaty of Lancaster in Pennsylvania between the government of Virginia and the six Nations, the Virginia commissioners offered to the chiefs to educate six of their sons at the college of Williamsburg, Va. The chiefs replied as follows:

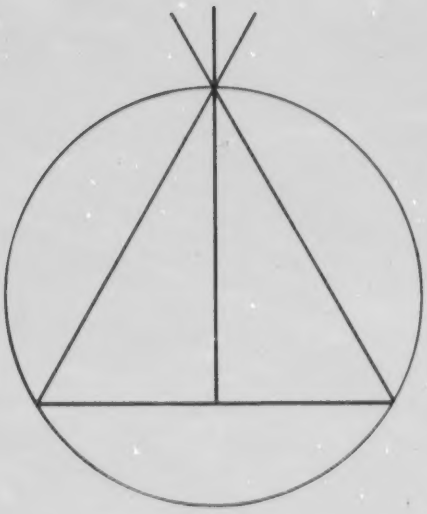
Several of our young people were formerly brought up at the colleges of the northern provinces; they were instructed in all your sciences; but when they came back to us, they were bad runners; ignorant of every means of living in the woods; unable to bear either cold or hunger; knew neither how to build a cabin, take a deer, or kill an enemy; spoke our language imperfectly; were therefore neither fit for hunters, warriors, or counselors; they were totally good for nothing. We are however not the less obliged by your kind offer, though we decline accepting it: And to show our grateful sense of it, if the gentlemen of Virginia will send us a dozen of their sons, we will take great care of their education, instruct them in all we know, and make men of them.

One wonders after so many years of tragic experience if America's educational system for Indians has not become somewhat like much of the Government bureaucracy in that its interest is more on its own behalf, rather than for those it was intended to serve.

0058

THE INDIAN EDUCATION ACT OF 1972

Report of Progress for the First Year of the Program



OFFICE OF INDIAN EDUCATION
Washington, D.C.

U.S. OFFICE OF EDUCATION
March 31, 1974

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INDIAN EDUCATION ACT OF 1972

REPORT OF PROGRESS FOR THE FIRST YEAR OF PROGRAM

Office of Indian Education
Washington, D. C.

U. S. Office of Education
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TABLE OF CONTENTS

	Page
Summary of the Indian Education Act of 1972	1
Report of Progress for the First Year of the Program	1
IEA an Extension of Earlier Aid	1
IEA Provides Special Aid	2
Eligible Districts	3
Special Needs of Indian Pupils	5
School Districts That Serve Indian Pupils	7
Potential Impact of the Indian Education Act in 1973	8
Entitlement and Funding	10
Level of Special Support	10
Size of Grant	10
Numbers of Indian Pupils Served	12
Denial of Applications	13
Impact and Effectiveness of the Funding Program	14
Validation of Needs	15
Indian Students' Personal Needs	16
Areas of Need in Schools That Enroll Indian Pupils	18
Project Objectives	22
Dollars and Objectives	27
Focusing and Targeting Funds	31
Parent Involvement and Evaluation	33
Unmet Needs	34
Possible Administrative Actions	36
References	38

LIST OF TABLES

Table		Page
1	Distribution of Indian Pupils by State	4a
2	Distribution of IEA Funds in 1973 by State	8a
3	Relation Between Size of Grant and Number of Indians with the Recipient LEA	11a
4	Number of Indian Pupils Served by 432 Funded Projects	12
5	Frequent Reasons for Denial or Reduction of Part A Proposals (105 Cases)	13
6	Personal or Social Needs of Indian Pupils	16
7	Needs for Academic Achievement	17
8	Pupil Health Needs	17
9	Economic Needs of Indian Families	18
10	Areas of Needed Curriculum Improvement	19
11	Area of Needed Methodological Improvement	20
12	Areas of Needed Staff Improvement	20
13	Areas of Needed Improvement in Special Services	21
14	Major School Needs	21
15	Counseling and Social Development Objectives	23
16	Curriculum Objectives	23
17	Curriculum Development Objectives	24
18	Proposed Health Program Objectives/Health Program Development	25
19	Staffing Objectives for Funded IEA Programs	25
20	Modes of Planned Instruction	27
21	Program and Budget Priorities for Pupil and School Needs	28
22	Program and Budget Priorities for IEA Project Objectives	29
23	Evaluation Criteria	34

SUMMARY

Most Indian children in the United States are born to poverty and its potentially destructive effects on their lives. Consider the Indian boy or girl in 1974:

Their family averages about $2,000 annual income, nearly five times less than the average American family.

Their parents will probably die twenty years sooner than those of other children. They are eight times more susceptible to fatal accidents, homicides, and destructive diseases.

Their chances for survival until age one are three times less favorable than for the white infant. Chances for their survival until adolescence or young adulthood are four times less favorable than for other children.

By general population standards, the educational attainment of their parents also is low. Some Indian children's academic and career success may be affected adversely by a lack of English in the home, as well. Whatever the ultimate causes may be demonstrated to be, Indian boys and girls typically do not compare favorably with other children on standardized tests of verbal ability, one index of probable success in school. They compare quite favorably, however, with other children on tests not involving verbal ability. Accordingly, their record of progress in school may be low by conventional standards, although not always lower than those of other minority children.

Most Indian children are enrolled in some kind of formal schooling. The principal aim of their formal education is to assimilate them into the larger social and economic systems of the nation, so that they may be personally and socially productive. The aims of Indian culture are not always continuous with those of the schools, however. In seeking to assimilate the children into the economics of the larger society, the nation may be depriving

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them of their own cultural heritage as Indians. This may happen as an unintended result of conventional schooling, despite the wish of many Indian parents and community leaders that their children should retain, even emphasize, their Indian-ness while acquiring the skills needed to achieve a modicum of economic independence. The lack of harmony between the two cultures may have an adverse effect on young Indians' school achievement, as well.

The special needs of Indian children are not always understood by the public school districts that serve the off-reservation Indian family. Most Indian pupils are taught as though they were part of a large, undifferentiated minority; yet, the Indian community itself is characterized by great diversity, both in language and values. For example, there are over 300 Indian languages. In only 45 of these, however, are there as many as 1,000 speakers. Moreover, there are few English cognates in Indian languages. The Indian child who acquires his first language from non-English speaking parents will have to acquire English almost entirely as a foreign language. For the English speaking Indian child, his own native language may have to be acquired, as well, if he is to achieve full development as an Indian.

Indian pupils also tend to be lumped unthinkingly with other minorities in the public schools. Too often they are classified and treated solely as "underachievers," "dropouts" or "chronic absentees." With rare exceptions, little regard is given to their unique need to be considered as Indians. Left unassisted, they tend to lose ground in the public schools, academically and culturally, with each succeeding year they remain in school. Conventional school programs themselves tend to add to the Indian pupil's personal and academic problems. This seems to occur, even though the particular school, viewed on other criteria, may number among the nation's finest.

Unfortunately, this situation is not self-correcting. The very factors needed to alter these conditions are missing. For example:

(1) The governance and administration of schools and school districts that enroll significant numbers of Indian pupils remain principally non-Indian. Parents of Indian pupils and representatives of Indian communities generally remain uninvolved in decisions affecting the schooling of their children, even though parental involvement has been established to be a vital force for the improvement of learning among other minority pupils.

(2) School programs in which Indian pupils are enrolled continue to be geared to the needs and requirements of majority pupils. Their teachers largely are non-Indian. They are tested and graded against standards based on white populations. Indian pupils tend not to be motivated to learn by such tests and marks. At worst, some are disabled by them.

(3) The nation's teacher training programs remain largely unchanged by the need to prepare Indian teachers to work with Indian pupils in the public schools. Even in those states with the heaviest concentrations of Indian population, the percent of Indian teachers in the schools falls below the percent of Indians in the total population.

(4) Special leadership training programs for potential Indian leaders in education have been developed in a few prestigious institutions. However, the established Indian school administrator often is unaffected by those programs. Most Indian administrators are untrained or underprepared for the tasks they carry out.

(5) Instructional programs for Indian pupils enrolled in the public schools lack an identifiable research base. Accordingly, most schools resort to remediation and other standard approaches long associated with education of

disadvantaged pupils when confronting the learning problems of Indian pupils. Moreover, the nation's universities have not been charged seriously to develop needed research. Neither have they sought to prepare Indian researchers for this task.

(6) Local school districts are not prepared to make the extra expenditure that may be required to support those special programs for Indian pupils that are presumed to be effective. Earlier federal programs have not proved to be especially productive in this regard, even though such programs as ESEA Title I have provided some support for the general population of "disadvantaged" pupils, Indian children included.

(7) Given the great diversity within the Indian community itself, there seems to be no overwhelming consensus among Indian adults as to the specific content and emphasis in public schooling that would be most desirable and effective for their children. A much needed vocational education, for example, sometimes is seen by Indian parents to be an inferior offering, hence rejected as inappropriate for their children.

In recent years, the level of awareness among educators of the special condition of the Indian pupils has increased. In part, this has resulted from an out-migration of Indian families from the compounds and reservations, and from the rural areas to the central cities. The vast majority of Indian pupils now are reported to attend school off the traditional reservation. At least ten Indian pupils now are reported to be enrolled in 2500 local school districts. Such dispersion has always been the case with the majority of Eastern Native Americans. It is becoming increasingly so for the Western Indian populations, as well.

In 1973, the Office of Education projected enrolments of Indian pupils from various survey data. It estimated that 326,354 Indian children and youth

presently are of school age. Of these, 12,000 were considered to be not in school. An additional 29,138 were estimated to be enrolled in school districts, each of whose aggregate enrolment of Indian pupils was fewer than ten. About 48,000 pupils were reported to be enrolled in schools on reservations operated by the Bureau of Indian Affairs (BIA). About 9,000 pupils were estimated to be enrolled in private or mission schools. Over 225,000 pupils were estimated to be enrolled in 2,565 different local school districts.

The dispersion of Indian populations among diverse local school jurisdictions may have broadened public concern for the education of Indian children. It also makes it extremely difficult to mount and sustain the kind of special programs for Indian pupils that seem needed today on a national scale. Earlier federal efforts to assist local school districts to serve Indian pupils have not always achieved their desired results. This was especially indicated in the case of P.L. 874 funds, the identity of which ended at the school district level rather than the individual Indian pupil to be benefited. More recently, ESEA Title I funds have been available to those local school districts with a heavy concentration of low-income families. Although these funds were expected to be targeted in attendance areas with high incidence of low-income families, only one-third of the eligible disadvantaged Indian children in the Title I population actually were reported to have participated in Title I supported programs overall. Moreover, the level of support available to local education agencies for these special services was minimal.

The introduction of a special funding program for Indian pupils through the Indian Education Act of 1972 offered a potentially attractive incentive for local education agencies to develop needed new programs and

services specifically for their Indian pupils. Hampered by the fact that the aid came too late in 1973 for many districts to apply, only limited progress can be reported at this date. Moreover, only ten percent of the funds authorized for the program actually was appropriated for distribution to the districts that did apply. Nonetheless, 135,297 Indian pupils were enrolled in some way in special programs developed under the Indian Education Act of 1972. Parents and community leaders in 435 local school jurisdictions also were involved in forming local project plans, marking a potentially major breakthrough in this area of concern.

It is evidently too early to tell how much good was accomplished in the field by the Indian Education Act in FY 1974. What is clear is this: the needs that were identified earlier have been validated by the participating local school districts in their applications for assistance under the Act. Moreover, the local districts evidently sought to design special program objectives and activities that were in line with the most immediate and compelling of those needs, with major exceptions. The level of funding available in the first year was insufficient to enable the local districts to bring their current instructional practices up to the state of the art. Nonetheless, a serious beginning was made in the 435 local districts.

A number of correlary needs also were identified by the districts. At least three major initiatives seem warranted thereby. They are:

(1) Emphasize the development of correlary services needed to reinforce the regular classroom instruction of Indian pupils. These include:

* New materials and methods for fostering language development
* New methods for promoting a healthy self-image among Indian children and youth

* Career counseling for Indian students

* New techniques for involving Indian parents and community representatives in decisions affecting the education of Indian pupils and in the actual education of young children, as well.

(2) Concentrate in developing appropriate inservice training programs for established teachers of Indian pupils, and in forming new preparation programs for Indian men and women who might be persuaded to enter teaching.

(3) Consider certain administrative changes in current approaches to the special education of Indian pupils. These include:

* Concentrate available funds on those programs that demonstrably work with Indian pupils, particularly in the areas of reading, language development, and career education.

* Target program efforts to promote a measurable result with the limited number of pupils that might be served from available funds.

* Extend services to pre-school children for desired long-range effects, particularly in bi-cultural language development.

* Extend special services to out-of-school youth for potentially valuable short-range effects, particularly in career development.

* Earmark an appropriate portion of available R & D funds to train Indian researchers to develop and explore new models for the education of Indian families.

* Encourage local school jurisdictions to form interdistrict programs to reach the 29,138 pupils not now touched in any way by the Indian Education Act.

In the report that follows, special attention is given to an analysis of the 435 funded projects. A number of basic questions are addressed therein, including:

To what extent did IEA funds reach the pupils for whom intended?

To what extent were available dollars translated into potentially useful programs and services, as anticipated by the Act?

To what extent were such programs and services related to demonstrable needs of Indian pupils and the public school districts that seek to address those needs?

How adequate were the program proposals themselves? To what extent were applications under the Act denied for cause?

What areas of need appear to be untouched by current program proposals?

What administrative action would seem to increase the effectiveness of programs for Indian pupils?

THE INDIAN EDUCATION ACT OF 1972

Report of Progress for the First Year of the Program

The Indian Education Act of 1972 (IEA) was enacted June 23, 1972, as Title IV, Public Law 92-318, Educational Amendments of 1972. The act has as its principal policy objective "..to provide financial assistance to local educational agencies to develop and carry out elementary and secondary school programs specially designed to meet (the special educational needs of Indian students in the United States)." To local school districts that qualify, grants may be made up to one-half their average annual expenditure per pupil.

Similar amendments to other educational legislation also were made at the same time in order to provide special funding for teacher training, innovative projects, and adult education. Provisions for an Office of Indian Education also were authorized and a national advisory committee on Indian education was created, as well.

IEA an Extension of Earlier Aid

These enactments are logical extensions of earlier congressional efforts to improve the quality of public education for Indian pupils. As early as 1934, federal funds were made available through provisions of the Johnson O'Malley Act for scholarships and related expenditures on behalf of Indian students. In 1952, P.L. 874 and 815 were established. These funds were available to compensate local school districts whose tax resources were limited by the presence of non-taxable federal properties or operations on or near the school districts. In 1971, $30,000,000 was granted to local districts from these three funding sources. It is not clear, however, that the funds actually were employed by the districts to mount special programs for Indian pupils. Indeed, the districts were not required to do so. Funds simply were paid into

their general operating accounts and employed to support the districts' general education programs.

Under provisions of Title I of the Elementary and Secondary Education Act of 1965, federal funds also were provided those local school districts that reported a high concentration of low-income families in residence. These funds were made available to the districts so that they might offer special programs for all classes of "disadvantaged pupils" in attendance, disadvantaged Indian pupils included. Although 70% of all Indian pupils residing in public school districts were reported in 1970 to be "disadvantaged," under provisions of the Act, only one-fourth actually were enrolled in special Title I programs. Moreover, the average expenditure per pupil for such programs was too low to make an appreciable difference in pupil achievement feasible, in most cases.

IEA Provides Special Aid

The Indian Education Act of 1972 clearly focuses P.L. 874 and other federal funding programs on the special education of Indian pupils. Whereas earlier enactments permitted local school districts to develop special programs for Indian pupils if they chose to do so, the Indian Education Act clearly specifies that such programs will be developed, if federal funds are to be made available for that purpose.

The Act has five basic provisions. They are:

Part A: Amends P.L. 874 to permit grants to be made to local education agencies for the purpose of developing special educational programs to meet the special education needs of Indian pupils in elementary and secondary schools.

Part B: Amends Title VIII of the Elementary and Secondary Education Act of 1965 to support planning, pilot, and demonstration projects for improving educational opportunities for Indian children, including the training of teachers of Indian pupils and the dissemination of information concerning exemplary educational practices.

Part C: Amends Title III of the Elementary and Secondary Education Amendments of 1966 to provide grants to state and local educational agencies, and to Indian tribes, institutions, and organizations, to improve educational opportunities for adult Indians.

Part D: Establishes in the U. S. Office of Education an Office of Indian Education under a Deputy Commission of Indian Education. Part D also provides for a new national advisory committee of Indians to be appointed by the President to advise on all matters concerning Indian education.

Part E: Amends Title V of the Higher Education Act of 1965 to dedicate five percent of appropriated funds to the preparation of teachers for Indian children, with preference granted the preparation of Indian teachers. Also amends ESEA to permit the U. S. Commissioner to designate certain schools on or near reservations to be classified as "local education agencies" for purposes of the Act.

Eligible Districts

The substantive legislation was enacted in June, 1972, and the appropriation bill was signed on October 31, 1972. Applications from local education agencies had to be submitted on or before June 30, 1973, about one month before funds were released. An estimated 2,565 local school districts were identified by the 1973 Census of Indians to be eligible under provisions of the Act. That is, these were the districts that enrolled no fewer than ten Indian pupils; or, if fewer than ten were enrolled in a district, the actual Indian enrolment constituted one-half or more of the district's total enrolment.

The target population of the legislation included an estimated 269,354 elementary and secondary school age Indian children and youth. This represents approximately 82% of the 326,354 Indians estimated in the 1973 census to be of school age. Of the larger number, 48,000 were believed to attend schools operated by the Bureau of Indian Affairs (hence, not a target of this legislation) and another 9,000 in private or mission schools.

Of the 269,354 potential target pupils, 29,138 were estimated to be enrolled in districts not now eligible for assistance under the Act by reason

of the fact that their aggregate enrolment of Indian pupils was less than ten. Another 12,000 children and youth were estimated to be not in school.

The 2,563 eligible districts themselves represent about 71% of all school districts currently operating in the United States. They are located in the 49 continental states and the District of Columbia. Their aggregate enrolment in 1973 was estimated to be 21,416,607, about 1.6% or 228,216 of which were Indian pupils.

About 70% of the pupils reside in eight states, however. These are: Alaska, Arizona, California, Montana, New Mexico, North Carolina, Oklahoma, and Washington. Five states and the District of Columbia each enroll fewer than 100 Indian pupils. The majority of states enroll fewer than 1,000 pupils. Nonetheless, it is clear that the population of Indian pupils truly is nationwide, and fairly widely dispersed through the general population. The data for each state is presented in Table 1.

Table 1

Distribution of Indian Pupils by State

State	No. of Eligible Districts	Fall 1972 Total Enrolment	Fall 1972 Indian Enrolment
Alabama	2	42,020	81
Alaska	29	81,623	15,888
Arizona	136	428,601	26,798
Arkansas	10	90,049	519
California	481	4,195,544	15,417
Colorado	32	441,018	2,309
Connecticut	17	192,779	303
Delaware	2	14,496	55
D. C.	1	140,000	18
Florida	33	1,072,902	2,390
Georgia	14	386,937	408
Idaho	14	33,107	1,856
Illinois	25	842,649	2,204
Indiana	21	407,258	853
Iowa	10	154,694	664
Kansas	26	233,126	1,400
Kentucky	5	175,202	113
Louisiana	4	253,757	234
Maine	8	38,222	239
Maryland	10	779,591	1,660
Massachusetts	10	199,042	278
Michigan	133	1,101,539	4,554
Minnesota	96	519,299	9,660
Mississippi	5	53,050	68
Missouri	48	335,750	934
Montana	78	106,808	10,795
Nebraska	26	145,043	1,826
Nevada	15	131,107	2,728
New Hampshire	2	23,234	23
New Jersey	12	141,728	290
New Mexico	32	224,445	21,883
New York	71	1,700,124	5,692
North Carolina	47	571,576	14,312
North Dakota	33	66,919	3,187
Ohio	33	768,199	1,017
Oklahoma	543	596,170	40,260
Oregon	46	308,279	2,367
Pennsylvania	12	99,495	199
Rhode Island	12	81,479	158
South Carolina	11	200,756	395
South Dakota	56	97,665	7,956
Tennessee	7	301,096	193
Texas	58	1,365,000	2,502
Utah	30	300,029	4,447
Vermont	2	22	22
Virginia	22	576,491	937
Washington	160	700,345	12,635
West Virginia	8	134,636	172
Wisconsin	94	538,203	6,098
Wyoming	10	15,523	1,219
	2,565	21,416,607	228,216

Special Needs of Indian Pupils

Indian children consistently perform as well as comparable Anglo children on non-verbal tests of ability, according to Havighurst and others.[1] Nonetheless, they consistently underachieve in reading and mathematics, and on standardized tests based on measures of verbal ability, when compared to national norms.[2]

Two major factors are associated with this:

(1) Just as children from other minority groups, Indian pupils come from homes characterized by poverty[3] and limited education of parents.[4] About half are brought up in a non-English speaking environment;[5]

(2) Many Indian children are reared in a traditional culture that well may be out of harmony with the principal objectives of the public schools, namely: to assimilate the Indian pupil into the main stream of values of the Anglo society.

The former has been identified clearly as a non-school factor that adversely affects pupil achievement.[6] The latter also may account for poor achievement and high dropout rate.[7] The Indian pupil could be led to withdraw from the school culture and, in his indifference to or lack of acceptance of conventional values, drop out of school in substantially greater numbers than other pupils.[8]

Havighurst also reported that community leaders in his study believed that the public schools should pursue a "man of two cultures" approach in educating Indian children and youth.[9] They contend that for a part of his education, the Indian child should be prepared to make his way in the larger society and economy along with all other children and youth, regardless of ethnic differences. For another significant part, however, leaders felt that the Indian

child should learn about his own culture. That the two objectives might be in conflict was recognized. Indeed, if the school is successful in the one, it may be unable to be so with respect to the other. Havighurst's study suggests that Indian pupils, in general, have the emotional strength to handle such conflict when fairly presented, however.[10]

Without special attention, it seems clear that Indian children and youth have a limited future.[11] Their median family income in 1972 was the nation's lowest.[12] Unemployment exceeded the national average by ten times.[13] While the birth rate among Indian families was twice the national average,[14] infant mortality was thrice the national average.[15] For every major disease except cancer, heart or vascular disease, the death rate among Indian adults exceeded national averages by two or more times.[16] As late as 1967, the median age at death for the Indian adult was 50.[17] By contrast, the average Anglo lives to age 70.

The educational future of Indian children is equally constricted. Although an estimated 90% of Indian children of school age attend school,[18] only 50% complete 12th grade.[19] About 18,000 Indians reach age 18 each year.[20] Only 17% enter college, as compared to 38% of the general 18-year old population.[21] Of those who enter college, only 4% are expected to graduate.[22] In 1970, the National Center for Educational Statistics estimated that there were only 29,269 full-time Indian students in college and 1,608 in graduate school.

The public schools that serve Indian students confront certain realities about their pupils that must be addressed. These may be summarized as follows:

- Indian pupils are not materially different from other pupils in their basic academic abilities; however, they evidence the same characteristics as other children of poverty, namely: substantial

underachievement at verbal and verbal-dependent tasks, absenteeism, and early dropout. Teaching methods to cope with these conditions are known but not widely practiced.

* Indian pupils may be caught up in rival and, perhaps, irreconcilable value systems that make the task of school adjustment far more difficult for the Indian than majority pupil.

* There is a broad consensus among Indian parents and leaders that their children should be prepared to take a role in the dominant society. There also is an insistent demand that their children be taught about their own culture as well, a task most schools simply are not competent to perform.

* There is no broad consensus, however, in support of specific content of curriculum that is appropriate for Indian children. The background of Indian children itself is so diverse that the notion of a standard Indian curriculum itself would seem to be inappropriate.

* There is no organized body of research, other than Havighurst and related studies, on which curriculums for Indian children readily can be built.

* Indian teachers are in short supply. So few Indian youth complete college that it will be necessary for many years to employ and train Anglo teachers to work with Indian children. Whereas Anglo teachers may be adequate to teach Indian pupils to read and figure, they may not be the best choice for schooling Indian children about their own culture.

School Districts That Serve Indian Pupils

The 2,565 American public school districts that enroll Indian pupils themselves have special problems. For example, fewer than one percent of their enrolled Indian pupils receive instruction from Indian teachers.[23] Teacher-parent interaction is limited in these schools, providing little basis for building understanding about home or school.[24] Teachers themselves are pessimistic about the educational future of their Indian pupils.[25] Curriculums in these schools are essentially uniform. Few seem responsive to the Indian pupils' special need for different language and cultural materials.

However, most schools are concerned about their ability to teach Indian pupils in the basic curriculum. Ninety-two percent identified a need

to provide special instruction in mathematics and reading.[26] Half were seeking assistance in offering English as a second language.[27] Every district surveyed in 1970 was concerned with dropout prevention, and felt that their programs were inadequate in this regard.[28] About one-third indicated a need for special programs for neglected and delinquent Indian children and youth.[29] About one-fourth indicated a need for special programs for emotionally and/or mentally disturbed pupils.[30]

The several districts also seemed unequal in their financial ability to provide special programs for Indian pupils. The median expenditure per pupil in average daily attendance in the districts in 1973 was $810. The range of expenditures, however, varied from a low of $578 to a high of $1,549. Clearly, in 1973, place of pupil residence made a difference of as much as $1,000 per pupil in the dollars available to support his basic education.[31] The place of the pupil's residence in 1973 loomed as the major school factor in determining the quality of his education. For the favored district, provision of special services for Indian pupils would seem to be feasible. However, the very lowest expenditure districts may have a difficult time in mounting substantive special programs for their Indian pupils until their regular programs for all pupils are adequate by national standards.[32]

Potential Impact of the Indian Education Act in 1973

Eleven million dollars were available for funding local school district projects in 1973 under provisions of Part A of the Indian Education Act. An additional five millions were available for Part B, permitting grants to be made to 51 agencies, ranging from $2,460 to $300,000. One-half million was available to support ten adult education projects under Part C.

Who Received the Funds?

Of the 2,565 local educational agencies that were eligible to receive grants under Part A of the legislation, 547 applied and 435 grants actually

563-794 O - 75 - 6

were made in 1973. A greater number of districts might well have applied for grants. However, the applicant districts had only about one month from the time of notification until the end of the fiscal year to apply. Nonetheless, the grants to the 435 districts had the potential to reach 135,297 Indian pupils, representing 59% of all enrolled Indian pupils in the 2,565 eligible districts. The median expenditure per pupil supported by IEA grants was about 10% of the districts' average annual regular per pupil expenditure, or $81. These data are presented in Table 2.

Not reached, of course, in 1973, were 122,057 Indian pupils, 92,919 of whom were enrolled in eligible districts not seeking or not receiving a grant, and 29,138 pupils in districts with fewer than ten Indian pupils in enrolment. The program was unable to reach approximately 12,000 Indian youth believed not to be enrolled in school.

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Table 2

Distribution of IEA Funds in 1973 by State

State	No. of Districts which Applied	No. of Unfunded Districts	No. of Funded Districts	Latest Indian Enrolment in Funded Districts	Expenditures per Pupil in ADA	1973 Re-allocation Amount	1973 Expenditure per Indian Pupil
Alabama	0	0	0		$ 587		
Alaska	17	8	9	10,757	1,472	$1,532,982	$143
Arizona	31	7	24	19,292	771	1,440,024	75
Arkansas	0	0	0		578		
California	26	9	17	1,273	874	107,705	85
Colorado	7	3	4	594	828	47,616	80
Connecticut	1	0	1	32	1,030	3,191	100
Delaware	0	0	0		1,022		
D. C.	0	0	0		1,174		
Florida	4	2	2	190	807	14,844	78
Georgia	0	0	0		690		
Idaho	8	4	4	583	629	35,502	61
Illinois	1	0	1	150	1,026	14,900	99
Indiana	0	0	0		801		
Iowa	2	1	1	219	892	18,912	86
Kansas	6	4	2	174	808	13,611	78
Kentucky	0	0	0		657		
Louisiana	1	0	1	85	768	6,320	74
Maine	6	4	2	148	739	10,589	72
Maryland	1	0	1	527	1,017	51,888	98
Massachusetts	0	0	0		917		
Michigan	21	8	13	1,179	998	113,915	97
Minnesota	22	4	18	6,710	1,031	669,760	100
Mississippi	0	0	0		581		
Missouri	2	2	0		752		
Montana	31	3	28	6,039	822	480,590	80
Nebraska	8	4	4	233	833	18,791	81
Nevada	5	4	1	202	799	15,626	77
New Hampshire	0	0	0		789		
New Jersey	0	0	0		1,166		
New Mexico	15	2	13	19,642	732	1,391,986	71
New York	10	0	10	2,202	1,549	330,223	150
North Carolina	18	1	17	12,871	668	832,390	65

2800

Table 2, contd.

Distribution of IEA Funds in 1973 by State

State	No. of Districts which Applied	No. of Unfunded Districts	No. of Funded Districts	Latest Indian Enrolment in Funded Districts	Expenditures per Pupil in ADA	1973 Re-allocation Amount	1973 Expenditure per Indian Pupil
North Dakota	15	2	13	2,845	$719	$ 198,038	$ 70
Ohio	2	0	2	381	787	29,029	76
Oklahoma	181	16	165	25,826	660	1,650,210	64
Oregon	5	3	2	808	979	76,583	95
Pennsylvania	0	0	0		939		
Rhode Island	1	1	0		982		
South Carolina	0	0	0		638		
South Dakota	21	4	17	6,579	760	484,074	74
Tennessee	0	0	0		603		
Texas	0	0	0		691		
Utah	6	0	6	2,358	680	155,235	66
Vermont	0	0	0		828		
Virginia	0	0	0		776		
Washington	43	14	29	7,907	914	699,675	88
West Virginia			1	22	708	1,508	69
Wisconsin	23	1	22	4,495	969	421,688	94
Wyoming	6	1	5	974	901	84,961	87
	547	112	435	135,297	$ 810 (median)	$10,952,366	$81 (median)

Entitlement and Funding

Applicant districts received less funds than entitled in 1973. If all eligible districts had applied for and received the maximum allowable amount of Part A funds, their annual entitlement would have been about $200 millions (i.e. about one-half their average expenditure per pupil times the number of Indian pupils in enrolment). For the 435 funded districts, their maximum entitlement in 1973 was $113 millions. Only $11.5 millions were allocated, however. Accordingly, individual district entitlements among the 435 funded districts were ratably reduced to approximately 10% of entitlement. The actual reduction ratio employed in 1973 for the 435 grant districts was 9.68%. Most funded districts received just under 10% of their maximum entitlement, therefore.

Level of Special Support

The median level of support from IEA grants for the special education of Indian pupils in 1973 was about $81. The range of support around the midpoint varied in accordance with each participant district's average annual per pupil expenditure for all enrolled pupils. This varied from $150 per Indian pupil in New York to as little as $61 per Indian pupil in Idaho. When the IEA funds were added to the district's base per pupil expenditure from all other sources, the range of total support per Indian pupil varied from $1,650 per Indian pupil in New York to about $670 per Indian pupil in Idaho. Certain lower expenditure states (e.g. Alabama and Mississippi) did not submit an application. The vast majority of funded districts expended less than $110 in differential expenditure to support its special programs for Indian pupils in 1973. These values also are recorded in Table 2.

Size of Grant

About half of the 435 grants were under $10,000. Three-fourths fell under $20,000. About 15% fell between $20,000 and $50,000, and 11% exceeded

569-794 O - 75 - 7

$50,000. There was an obvious relationship between the size of the grant and the number of Indian pupils potentially to be served in the funded district. Districts with greater numbers of Indian pupils received larger grants. These distributions are reproduced in Table 3.

TABLE 5

Relation between Size of Grant and Number of Indians with the Recipient LEA

Size of Grant	Number of Indians in LEA's								
	1-25	25-49	50-99	100-199	200-499	500-999	1000-4999	5000-9999	Total LEA's
Under $1,000	15								15
$1,000-$4,999	31	55	38						124
$5,000-$9,999		1	40	42	1				84
$10,000-$19,999			3	55	38		2		98
$20,000-$49,999				1	50	11	1		63
$50,000-$99,999					1	22	5		28
$100,000-$199,999						3	10		13
$200,000-$499,999							4	1	5
$500,000-$1,000,000								2	2
Total LEA's	46	56	81	98	90	36	22	3	432
Per Cent	10.6	13.0	18.8	22.7	20.8	8.3	5.1	0.7	100.0

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Numbers of Indian Pupils Served

The most typical project grant had the potential to serve about one or two hundred Indian pupils. About 25 grants served 1000 or more pupils, whereas 183 grants served fewer than 100 Indian pupils. These data are reproduced in Table 4.

Table 4

Number of Indian Pupils Served by 432 Funded Projects

No. of Indian Pupils in LEA's	No. of LEA's	Percent	Cumulative Percent
Under 25	46	10.6	10.6
25 - 49	56	13.0	23.6
50 - 99	81	18.8	42.4
100 - 199	98	22.7	65.1
200 - 499	90	20.8	85.9
500 - 999	36	8.3	94.2
1000 - 4999	22	5.1	98.3
5000 - 9999	3	0.7	100.0
TOTAL	432	100.0	100.0

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Denial of Applications

A number of applications were denied for cause. Criteria for grant approval were given in the legislation itself and served as the principal basis for grant awards. Of 105 cases analyzed, as many as 86 were denied in part for failure to provide required information of parent and/or community participation in project development. In 34 instances, provisions for project evaluation were inadequate and in ten cases fiscal control was lacking.

In Table 5, a ranking of reasons for project denial or reduction is presented. More than one reason may have been given for any one project, hence the total number of reasons cited may exceed the number of projects. The principal reasons are instructive, however. Most projects that were denied funding were denied because of the failure of the applying districts to involve Indian parents and community representatives in shaping the Districts' proposals.

Table 5

Frequent Reasons for Denial or Reduction
of Part A Proposals
(105 cases)

Count	Reason for Denial or Reduction
86	Parent committee information vague or not shown
62	No stated community involvement
34	Evaluation provisions vague or lacking
20	Site incomplete
20	Narrative vague
19	Program not geared to special Indian needs
10	No provisions for fiscal control
8	Budget not specified or feasible

Impact and Effectiveness of the Funding Program

Insufficient time has elapsed between the funding of proposals and this report to assess the impact of the funding program on the needs of Indian students and the schools that serve them. Studies of the impact and effectiveness of funded proposals are in process and will constitute the basis for subsequent reports.

It was possible, however, to ascertain the extent to which funded projects were consistent with known needs of students and their schools. Moreover, it was possible to estimate the extent to which project objectives were directed toward the most compelling of those needs and the extent to which project budgets were consistent with those objectives.

In general, these observations seem warranted:

(1) The needs identified by the funded districts coincided with those, described earlier in this paper, toward which the legislation was directed.

(2) Applicants under Part A and Part B, as well, largely designed their projects to address the most immediate and compelling of these needs.

(3) Proposed expenditures, with some exceptions, were consistent with those objectives.

Projects also appeared to be focused on the most pressing pupil and school needs, although they appeared to be rather imprecisely focused within the schools themselves. In many instances, the entire Indian pupil population in the district was considered to be the target population for the project. Yet, most projects were funded at a level (between $10 and $20 thousands) where more narrow focusing and targeting might have been expected for best results.

Most projects met minimum expectations with respect to the involvement of Indian parents and community members. For many of the projects, new Indian parent advisory committees had been formed to assist in project development. Many projects also proposed also to employ Indians as consultants, or para-professionals in the classroom, and to emphasize home contacts on the part of school faculties.

Given the short amount of time in which applicants had to develop their proposals, it would appear that the program was reasonably well begun. At minimum, the requirements and expectations of the Act in largest part were met. Time is needed for the schools and school districts to place their projects fully into operation and for the effects on Indian pupils and communities, if any, to develop.

These observations are described in greater detail as follows:

Validation of Needs

Applicant districts were expected to identify and document the basic needs to which their project proposals were directed. Each applicant provided a narrative statement concerning the needs of Indian students within the district and the district's requirements for addressing those needs. Only about 30% of the project applicants provided documentary evidence of those needs, however. The other 70% of the districts may encounter problems later in validating evidence of project effectiveness.

The several narrative statements were examined. No precise classification and cataloguing of needs was feasible. However, it was possible to count the number of times one or another stated need was identified by the districts. Given the limitations of the methodology, these "counts" were used to estimate the priority among needs identified by the districts.

In general, districts provided evidence in their narrative statements of two broad classes of needs in the distr[illegible]: those pertaining to the Indian pupils themselves and those pertaining to the schools that serve them.

Indian Students' Personal Needs

Districts identified several areas of concern with respect to Indian pupils. Chief among these were the needs of Indian pupils for assistance in the areas of social adjustment and formation of adequate self-concepts. These are reported in Table 6.

Table 6

Personal or Social Needs of Indian Pupils	Number of Districts Citing Need
Conduct Problems	21
Social Adjustment	155
Delinquency	6
Alcohol/Drug Abuse	9
Suicide	1
Self Concept	219
Peer Acceptance	33
Not Stated	152
Physical Fitness	1
Parent Involvement	1
Isolation	0

Districts also identified certain academic deficiencies among their Indian pupils that required treatment. Largely, these referred to their consistently low performance on standardized tests and in academic subjects, and their high rate of absenteeism and school dropout. These data are presented in Table 7.

Table 7

Needs for Academic Achievement	No. of Districts Citing Need
Dropout rate	138
Absenteeism	98
Low grades on academic subjects	136
Low scores on standardized tests	100
Not stated	150
Low motivation	2
No jobs	1
Poor community	1

Contrary to other known evidence, applicant districts did not identify pupil health as a major concern in developing their projects. This might reflect a certain unawareness of health problems among school authorities. It could mean also that they directed their concern toward certain classes of "educational" problems without seeking to describe other important problem areas in the school district. Thirty-six applicants, however, cited health needs in the district. These are presented in Table 8.

Table 8

Pupil Health Needs	No. of Districts Citing Need
High mortality rate	1
Child diseases	3
No prevention care	20
Diet deficiencies	8
Not stated	399
No doctor	1
No hospital	1
No clothes	2
No dollars for Care	1
No Psychologist	1
General health problems	4

About ten percent of the districts also evidenced concern about the basic economic plight of Indian students. They referred to high unemployment among Indians in the district and to their generally low income. It was not clear, however, whether the districts were describing the economic condition of Indian parents, or were referring to a lack of vocational training and guidance for Indian pupils.

Table 9

Economic Needs of Indian Families	No. of Districts Citing Need
Unemployment	48
Low income	48
Illiteracy	12
Not stated	349

Areas of Need in Schools That Enroll Indian Pupils

Certain curriculum deficiences were consistently noted by districts. Most of these centered on the "cultural" content of curriculum, indicating some continuing concern, even conflict, about the appropriateness of standard school curricula for Indian pupils. Evidence of concern with technical and vocational training opportunities in the school also were noted, as was a concern for the curriculums in reading, language development, and mathematics. These data are described in Table 10.

Table 10

Areas of Needed Curriculum Improvement	No. of Districts Citing Need
Cultural	223
Technical	72
Text books	26
Language arts	15
Not stated	107
Reading	18
Indian History	7
Recreation program	4
Physical education	10
Art	9
Remedial reading	23
Remedial language	1
Library	2
Driver education	1
Drafting	1
Auto mechanic	1
Arts and crafts	7
Remedial mathematics	15
Mathematics	8
Forestry/Logging	1
Vocational training	18
Agriculture	1
Music	9
Special education	4
Health	2
Science	2
Speech	3
Indian culture	4
Indian language	1
Shop	1

The schools seemed equally concerned with inadequacies in their teaching. Deficiencies in teaching methods and/or techniques were identified by the majority of applicant districts as a major problem to be addressed in these districts. This observation is consistent with earlier studies. It also follows from the districts' evident concern with the low achievement of their Indian pupils, and the possible negative effects of inappropriate teaching methods on achievement. Results are reported in Table 11.

Table 11

Area of Needed Methodological Improvement	No. of Districts Citing Need
Test Methods	17
Teaching Methods	248
Teaching Techniques	77
Not stated	138

A majority of districts also indicated their concern about their instructional staffs. About one-third of the districts indicated that they were understaffed. About the same number were concerned that their teachers lacked adequate information about Indians. Only 18 districts indicated that their teachers lacked appropriate training. Only three districts felt that they needed Indian teachers to work with their pupils. These data are presented in Table 12.

Table 12

Areas of Needed Staff Improvement	No. of Districts Citing Need
Lack of training	18
Lack of Indian information	124
Poor attitude toward Indians	17
Understaffed	142
Not stated	185
No Indian teacher	3

Nearly one-half of the districts noted major inadequacies in their correlary service programs, especially the areas of student counseling and community/parent relationships. The concern for counseling appears to be consistent with the districts' earlier expressed concerns about their Indian pupils' problems of social adjustment and in forming adequate self-concepts.

Other correlary service needs also were identified in some districts, recreation and transportation services chief among them. These data are represented in Table 13.

Table 13

Areas of Needed Improvement in Special Services	No. of Districts Citing Need
Testing	30
Counseling	204
Community/Parent relations	116
Transportation	49
Auditorium	4
Broadcast facilities	7
Recreation	38
School readiness	21
Not stated	154
Physical fitness	1
Tutoring	6
Library materials	1
Reading specialist	1
Work-Study	1
Skills training	1
Language specialist	0
Adult education	0

About one-fourth of the districts cited major inadequacies in their instructional materials and supplies for use with Indian pupils. This appeared to be consistent with the districts' earlier expressed concern for more cultural relevance in curriculum. About one-fifth of the districts cited major nee. for instructional equipment, as well. Only 24 districts identified a need for new facilities in working with Indian pupils. See Table 14.

Table 14

Major School Needs	No. of Districts Citing Need
Buildings	24
Equipment	85
Materials and Supplies	119
Not stated	276

It seems clear that the applicant districts themselves tend to identify the same type and intensity of needs and requirements as were made by other data sources. In general, they are concerned about the personal and social as well as academic needs of their Indian pupils. They seem less concerned about their student's basic health and economic needs, however. Most districts are concerned about the lack of cultural relevance of their curricula for Indian pupils and the lack of appropriate information concerning Indians on the part of their teachers. They cite a similar need for new materials and supplies, as well. The districts seem equally concerned by their lack of appropriate counseling services. A small group of districts also seems concerned by deficiencies in their relationships with Indian parent and community groups. Curiously, however, few districts indicated their concern with the basic preparation of their teachers or with the lack of Indian teachers among their faculties. Most cited a lack of sufficient staff to offer special services for Indian pupils.

Project Objectives

Applicants also identified specific objectives for their proposed projects. Ostensibly, project objectives should be responsive to educational needs of the Indian children to be served and the schools that purport to serve them. In general, it was found that project objectives corresponded with those needs.

Highest priority among project objectives was given to counseling and related social development services. The objectives for such service programs corresponded almost exactly to pupil needs, as cited earlier by the majority of districts. See Table 15.

Table 15

Counseling and Social Development Objectives	No. of Districts Citing Objective
Self Care	146
Diet/Health	26
Peer Relations	50
Family Relations	39
Self Image	235
Not Stated	145
Academic Problems	1

Most districts reflected their concern that Indian pupils receive assistance in forming an adequate self-image. Most also saw this as a major objective for their counseling programs. For many, it might well be considered to be a major objective of instructional programs, as well. Certainly, better and richer information about Native Americans could become a part of standard curriculum. The ill-informed and patronizing treatment of Indians in standard school texts is widely documented, for example. Priorities for curriculum objectives are presented in Table 16.

Table 16

Curriculum Objectives	No. of Districts Citing Objective
Language Development	85
Communications Skills	71
Bilingual Education	36
Reading	138
Mathematics	85
Science	22
Social Studies/History	39
Literary Arts	1
Graphic Arts	40
Performing Arts	111
Indian Studies - Local	107
Indian Studies - National	26
N/A	20
Health	17
Social Adjustment	130
Career Education	91
Recreation/Physical Education	36
Not Stated	46
Music	2
Parent-Child Communication	1
Basic Skills	3
Indian Crafts	1

The most salient curriculum objective was reading, followed by "social adjustment," an objective that overlaps the counseling objectives cited above. Performing arts and local Indian studies strengthen the self-image and social development themes already cited by the districts. They appear to be consistent, therefore, not only in relating their major counseling and curriculum objectives to expressed needs. They appear also to be consistent in relating both counseling and curriculum objectives to the same pupil needs.

The districts placed high priority on the design of new curriculum and in the development of new cultural materials. Although these tasks are not mutually exclusive, the districts' evident concern for new curriculum content and materials clearly is reflected in these curriculum development objectives. Data are cited in Table 17.

Table 17

Curriculum Development Objectives	No. of Districts Citing Objectives
Design curriculum	132
Develop cultural materials	165
Develop objectives	51
Locate materials	56
Create materials	32
Evaluate materials	11
Implementation	117
Not stated	71
N/A	27

Low priority was assigned to developing health services for Indian pupils in the schools. Although this was consistent with the districts' own expressed needs in this area, the extent of school related health services proposed falls well below needs cited from other sources. Table 18 contains relevant data.

Table 18

Proposed Health Program Objectives Health Program Development	No. of Districts Citing Objectives
Nursing Service	14
Physical Examinations	6
Speech Defects	4
Hearing Defects	5
Vision Defects	3
Nutrition	5
Hygiene	3
Shots and Inoculations	0
Not stated	401

There was a remarkable consistency in the way in which most districts proposed to meet their staffing requirements ir their Indian Education projects. Most districts proposed to enlarge their regular teaching staff. About one-fourth proposed to add para-professionals to work with Indian students and about one-fifth proposed to retain Indian consultants to work with staff and students. Only 72 districts proposed to require their staff to obtain additional training. About one-fourth of the districts proposed to extend their contact with parents and Indian families, however. Staffing objectives are cited in Table 19.

Table 19

Staffing Objectives for Funded IEA Programs

Teaching Staff	No. of Districts Citing Objectives
Be enlarged	283
Receive training	72
Develop curriculum	56
Indian consultant	97
Para-professional	108
Contact with home	115
Not stated	69

560-794 O - 75 - 8

Although the themes for staffing cited above appear to fit the schools' objectives in counseling, it is not clear that they are consonant with their academic objectives, as well. Moreover, the districts posed limited objectives for staff development. Only 75 districts proposed to provide in-service training for faculties; 312 districts simply planned to add new staff. In view of stated needs of teachers for more adequate information concerning Indians and Indian life, and the equally evident need for improved teaching methods and techniques in working with Indian pupils, heavy reliance on new staff acquisition as an improvement strategy may prove to be optimistic. The omission of training for present and potential future staff may prove to be serious. The inclusion of Indian consultants and para-professional assistants in the classroom would seem to be an appropriate step, however.

Districts were not clear in the kinds of instructional materials they proposed to use in the several projects. Although a serious need was identified for instructional materials, particularly in the areas of language development and Indian culture, the objectives proposed by most districts did not coincide precisely with those needs. Indeed, 200 districts proposed to use already prepared materials (even though these were deemed to be inadequate for their programs). About 100 districts proposed to develop their own new materials or employ specialists to do so, however. Highly specialized components, such as placement tests and lesson plans, were mentioned only in a few cases.

Information from the districts concerning their plans for instruction largely was unstated, or ambigious when stated. The predominant mode of instruction proposed was some form of tutorial or individualized instruction, based on pupil interest or academic concern. A few districts proposed to use guest speakers, field trips, group projects, others an extensive use of media.

About 10% of the districts proposed simply to extend their standard teaching methods more intensively to Indian pupils. These data are summarized in Table 20.

Table 20

Modes of Planned Instruction	No. of Districts Citing Mode
Standard	46
Guest speaker	38
Individualized-academic	145
Individualized-interest	76
Group project	34
Audio-visual development	57
Tutorial	94
Created material	38
Field trips	59
Not stated	122
Library	1
On-the-job training	3

The districts were equally unclear in the extent to which special instructional activities for Indian children might be offered. In 67 districts, such instruction was planned on a daily basis. In 21, on a weekly basis. However, 282 districts failed to state what pattern of instruction would be used.

Dollars and Objectives

Project budgets for all grants, including parts A, B, and C, in general, were consistent with project objectives and program needs and requirements. About 61% of all projected expenditures were allocated to personnel salaries and benefits. Other direct costs were estimated to be about 37%, with two percent allocated to indirect costs. These budget allocations seem to be in line with established patterns of educational expenditures. They also reflect the fact that education is a labor intensive industry, hence the fairly high proportion of total expenditure allocated to salaries and benefits for personnel.

In order to describe the relationships between budget and program objectives and budget and program needs and requirements, two indexes were designed: the first to describe the program assigned to each category of need and objectives, and the second to describe the extent of proposed budget priority assigned to each need and major objective.

Program and budget priorities for each major area of needs are reproduced in Table 21.

Table 21

Program and Budget Priorities for Pupil and School Needs

Program Needs	Program Count	Budget Index
1. PUPILS' PERSONAL-SOCIAL NEEDS		
Social Adjustment		
Self Concept	.3578	.4953
Drop-out Rate/Absenteeism	.5046	.6980
Low Grades/Low Scores	.5413	.5457
Health	.5390	.6750
Economic	.0803	.1244
	.1950	.3343
2. SCHOOL NEEDS		
Curriculum Needs:		
Cultural		
Technical	.5138	.6749
Language	.1651	.1637
Reading	.0367	.0196
Indian Culture	.0963	.0887
Vocational courses	.0275	.0204
Mathematics	.0115	.0208
	.0528	.0644
Staff Needs:		
Poor attitude toward Indians, or lack of Indian information	.3211	.5146
Understaffed	.3280	.3878
Needs for Special Services:		
Testing	.0688	.1373
Counseling	.4656	.6202
Community-Parent relations	.2661	.4396
Transportation	.1124	.4396
Needs for Facilities:		
Building	.0550	.0567
Equipment	.1950	.3273
Materials and supplies	.2729	.3874

Program and budget priorities for each major program objective are cited in Table 22.

Table 22

Program and Budget Priorities for IEA Project Objectives

Program Objectives	Program Count	Budget Index
BUILDING	.0780	.0955
EQUIPMENT	.0376	.4606
HEALTH	.0734	.1510
STAFF		
Be enlarged	.6491	.7682
Receive training	.1651	.2669
Develop curriculum	.1284	.1757
Indian consultant	.2225	.2776
Para-professionals	.2472	.3841
Contact with home	.2638	.4304
CURRICULUM		
Language development and communication skills	.3807	.5051
Reading	.3188	.4124
Mathematics	.1950	.2094
Literary, Graphic and Performing Arts	.3716	.5610
Indian Studies	.3028	.3307
COUNSELING AND SOCIAL		
Self Care	.3349	.2959
Peer and Family Relations	.2041	.4285
Self Image	.5390	.6307

The "program count index" is the simple ratio of program counts for each category of need or objective, divided by the total number of proposals. Hence, a program count index of .3578 may be interpreted to mean that program priority was assigned a particular need or objective approximately 35 times in each 100 proposals.

The budget index is less directly interpreted, thanks to the fact that there is no way directly of estimating the proportion of a proposal's budget that

is to be allocated by the school district to any one of the proposal's stated needs or objectives. Instead, the total budgets of all proposals that included a given need or objective were summed. This sum then was divided by the total budget for all proposals. The resulting index provided a rough approximation of the extent of concentration of funds in those proposals that address each category of needs and objectives. An index of .4953 then would be interpreted to mean that 49 of each 100 dollars of proposed expenditures were assigned or attributed to a specific need or objective. The same dollars might be allocated concurrently to different objectives, however.

Although the budget index was larger than the program count in almost every instance, the differences have no significance in the analysis. The two indices co-vary in the same way, hence perform satisfactorily for the level of analysis and interpretation employed.

From Table 21 in which priority indices are related to different categories of program needs and requirements, highest program priorities were assigned to five classes of needs, namely:

* Improvement of student self-concept
* Reduction in rates of absenteeism and drop-out
* Improvement of student's academic and test performance
* Extension and improvement of counseling services
* Enrichment of the cultural content of curriculum

It seems clear that these areas also were among the higher budget priorities as well. Budget priorities near or in excess of .5000 also were observed for projects that emphasized social adjustment activities (.4953) and for projects that sought to correct teachers' lack of information concerning Indians (.5146). By and large, from Table , it seems clear that there was a

major relationship between needs and program and budget priorities, with the exceptions noted.

Budget support for major program objectives also seemed consistent with needs. Highest program priorities were assigned to two major program objectives, namely: improving counseling services for individual pupils (.5390) and enlarging professional staff (.6491). Budget priority was assigned these objectives. However, budget priority also was assigned to two lower priority program objectives, namely: improving language and communications skills programs (.5051) and programs of the literary and performing arts (.5610).

Focusing and Targeting Funds

All the dimensions for proper and effective targeting appeared to be present in the administration of the several projects. It is too early for definitive evidence of successful targeting to have developed, however. Subsequent reports will examine these activities in detail.

Program funds were targeted to those eligible districts most in need of assistance. Only 18% of the eligible districts received grants in 1973. These districts included 59% of the Indian pupils known to be enrolled in public school, however.

Program funds largely were focused on the immediate and compelling personal needs of pupils, and on the evident needs of the schools that enroll Indian pupils. Exceptions were noted, to be sure. Within school districts, the extent to which program and program funds were concentrated is not clear. On-site examination will be needed to gather evidence in this regard. Most proposals lacked an appropriate specificity in planning. This suggests that the districts might spread their limited project funds over the total Indian pupil population within the district, or a substantial portion thereof. For

example, no specification of grade level was given in 175 proposals. Ostensibly, the program was to be extended to all Indian children in all grades. The most frequent grade range mentioned was Kindergarten through 12th Grade, normally the full range of grades within the district.

Either the districts plan to offer a broad band of materials and services for their district, or the kind of generic services that do not need to be modified or adapted to the various grades within the district. This is a common approach to be sure. In ESEA Title I programs, for example, the tendency early in the program was to reach as many eligible children as possible, even though funds avilable would be spread to the point of ineffectiveness. Accordingly, any tendency in IEA projects to spread project benefits widely should be watched carefully.

A second major situation also should be monitored carefully. It was observed earlier that two-thirds of the Indian pupils in public schools attended school in districts that expended less than $810 per pupil, the median per pupil expenditure for all eligible districts in 1973. Many of these districts were deficient in their basic educational services for all pupils, since variation in expenditure among districts is not caused solely by differences in costs for comparable public services. It is not known that these lower expenditure districts can or will provide needed differential services and programs for Indian children in the face of larger, more fundamental needs for all pupils in the district.

A similar situation was encountered in 1968 in the early days of the administration of ESEA Title I. Many Title I programs for disadvantaged pupils in relatively poor districts became used with the same effect as general aid. The situation warrants careful and extended study to determine if differential

program effects can be achieved with Indian pupils with special categorical assistance (e.g., FSFA I or IEA IV) before the local district has attained at least the national average in its provisions for basic programs and services.

Parent Involvement and Evaluation

The sponsoring legislation mandated that Indian parents and community representatives play an important part in designing and developing special programs for their Indian children. Although 105 districts failed to state whether a parent committee had been formed for this purpose, 473 districts reported that such a committee was newly formed. Fifty-four other districts continued to use an existing committee in modified or intact form.

The extent to which Indians were involved in planning was reported to be high in 165 projects and moderate in 136. The remaining districts reported low or token participation. These data suggest that parental involvement may not be taken for granted. Careful encouragement may be essential for the future of the program.

Indian involvement in project planning, of course, is a key to later project evaluation. Much of the cultural content of the projects can only be validated by Indian parents and community members, for example:

Applicants under IEA Part A were required to provide effective procedures for an annual evaluation of local projects. Good evaluation requires that project objectives be framed in specific if not measurable terms. In three-fourths of the funded projects, applicants identified program objectives. In only 119 cases, however, were objectives phrased

in specific performance terms. In the remaining 316 districts, an evaluation may be difficult or impossible to achieve.

Four basic themes were identified by the districts as a basis for evaluation. Some districts sought more than one major project outcome, hence indicated more than one evaluative criteria. The themes and number of district responses for each are:

Table 23

Evaluation Criteria	Number of Districts Emphasizing This Criteria
Educational Change	304
Staff Change	27
Personal/Social Growth of Pupils	284
Effective Parent/Community Relations	107
Not Stated	35

Many proposals failed to specify the means to be employed in conducting the terminal project evaluation. The legislation requires that educational achievement be included as one basis for evaluation. In so doing, however, districts might give attention to the development of criterion-referenced instruments specifically geared to measure educational growth in specific Indian subgroups. The routine use of standardized tests for this purpose should be questioned, both on cultural as well as technical grounds.

Unmet Needs

The districts' heavy emphasis on "self-concept" development among Indian pupils warrants careful study. It is not clear that great numbers of Indian boys and girls have developed inadequate self-concepts, even though public school teachers believe this to be true. In order to clear the air of unwarranted sentimentality in this regard, special studies by competent researchers should be initiated, perhaps utilizing Part B funds.

The districts' concern for new teaching methods and techniques also warrants study and development. A major study to determine which, if any, methods best work with different kinds of Indian children would seem to be a worthwhile investment under IEA. Results of such research should be introduced into new programs for the retraining of teachers of Indian pupils now in service and into new programs for the preparation of Indian teachers.

The districts' concern for new cultural materials should not be left solely to the districts themselves to resolve. An organized effort with Indian directors and teachers of Indian-controlled schools also might produce useful material for public and other private schools as well.

There is a continuing need for more valid and reliable data concerning Indian pupils and the schools that teach them. Existing data are inadequate for planning and evaluation responsibilities in all jurisdictions of government: local, State, or Federal. At minimum, an information system should be developed and introduced that permits local, State, and Federal program administrators to trace the end point of program expenditure to the pupil and to relate dollar investments for Indian education to the impact and effectiveness of specific programs with those pupils.

There is a need also to involve members of the Indian communities systematically in decisions affecting the public education of their children. It should not be assumed that Indian pupils will respond to routine remediation programs. Nor should it be assumed that the token involvement of Indian parents in project development--such as experienced in some projects in 1973--will influence basic education policies and programs affecting their children.

Moreover, local districts are not uniform in their ability to design and develop special programs for Indian pupils. Admittedly a by-product of deadlines not of the districts' own choosing, many proposals lacked the integrity of design needed to guarantee a reasonable impact on their pupils, staffs, curricula, and community. It is clear also that districts need to invest much more heavily in the design of evaluation formats and instrumentation if they are to learn significantly from the projects they carry out.

Possible Administrative Actions

Consistent with the observations above, several administrative actions might be justified in 1974. Among these are:

1. The Federal office well might provide--or assist in providing through appropriate State or independent agencies--technical assistance to those local districts that are concerned with the development and evaluation of special programs for Indian pupils.

2. Grants also could be made to encourage research in three key areas, namely:

   (a) Financing and targeting special programs for Indian children;

   (b) Developing new teaching methods and techniques for Anglo teachers to employ in teaching Indian pupils their basic skills, and for Indian teachers to employ in teaching Indian pupils about their cultural heritage; and

   (c) Developing instructional materials appropriate to the new teaching methods.

3. A major new thrust could be undertaken to recruit, prepare, and place Indian teachers to teach in the public schools

not solely to improve instruction for Indian children but to enrich the cultural experience for all enrolled children.

4. Consideration should be given to extend the potential benefits of the Act more broadly to Indian children and youth not now reached, while seeking to target current levels of support effectively on those numbers of pupils who are served. Specifically, consideration should be given to a downward extension of program support to include preschool children, particularly those who later might otherwise require special language training. Thought also should be given to special incentives to the number of districts with fewer than 10 Indian pupils in enrollment. Such districts need to be encouraged to form interdistrict programs, whenever appropriate, to reach the 29,138 pupils not now touched by the Indian Education Act. Similar program extensions to reach the 12,000 out-of-school youth also need consideration.

REFERENCES

The 31 source citations in the section entitled "Special Needs of Indian Pupils" refer to two major documents, namely:

The Indian Education Act of 1972, A Brief History, Analysis, Issue and Outlook (Washington, D. C.: CPI Associates, Inc., 1972), 101 pp.

To Live on This Earth, Robert J. Havighurst and Estelle Fuchs (Synopsis prepared by William J. Benham, Acting Director, Office of Indian Education Programs, Bureau of Indian Affairs).

1. The Indian Education Act of 1972, p. 72.
2. p. 67
3. p. 69
4. p. 69
5. p. 76
6. p. 76
7. p. 77
8. p. 77
9. p. 78
10. p. 78
11. p. 70
12. p. 69
13. p. 69
14. p. 46
15. p. 47
16. p. 48
17. p. 49
18. p. 63
19. p. 64
20. p. 64
21. p. 64

22. p. 65

23. p. 71

24. p. 70

25. p. 70

26. p. 70

27. p. 70

28. p. 63

29. p. 64

30. p. 64

31. Such discrepancies reflect real program differences since the cost of comparable public services varies by less than one-half among the districts.

32. Two-thirds of the Indian pupils live in districts that expended less than $810 per pupil in 1972-73.

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